PROPOSED DISMANTLING OF THE U.S. FIRE ADMINISTRATION

HEARING

BEFORE THE

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

OF THE

COMMITTEE ON SCIENCE AND TECHNOLOGY U.S. HOUSE OF REPRESENTATIVES

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[1] On assignment to Budget Committee for 97th Congress.

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PROPOSED DISMANTLING OF THE U.S. FIRE ADMINISTRATION

TUESDAY, MAY 25, 1982

HOUSE OF REPRESENTATIVES,
COMMITTEE ON SCIENCE AND TECHNOLOGY,
SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY,
Washington, D.C.

The subcommittee met, pursuant to call, in room 2318, Rayburn House Office Building, at 2:12 p.m., Hon. Doug Walgren (chairman of the subcommittee) presiding.

Mr. WALGREN. Good afternoon, ladies and gentlemen. This is a congressional oversight hearing on the Reagan administration's proposal to dismantle the U.S. Fire Administration.

Last weekend in Chicago a deathly fire on the 22d floor of the Conrad Hilton Hotel demonstrated once again that fire remains one of the most frightening and deadly killers in America today.

Eight years ago, after the National Commission on Fire Prevention and Control issued their outstanding report entitled "America Burning," the Congress approved the Federal Fire Prevention and Control Act in an effort to provide national help and focus to combating our fire epidemic.

The Congress, noting that "losses of life and property in fire are unacceptable," created in 1974 the U.S. Fire Administration to coordinate a Federal campaign to wipe out fires in America. This agency was charged with promoting research in the causes and prevention of fire. It was charged with organizing a national data collection center on fire, and it was charged with providing assistance to State and local fire agencies in the training of firefighters, and with developing a national education effort to promote public awareness of fire prevention techniques.

The question before us today is what has changed since 1974 to justify a dismantling of this agency as proposed by the administration, or the relaxation of Federal fire prevention and control activities.

As in 1974, fire today is a devastating killer. The annual deaths from fire are roughly equal to two jumbo jets crashing in mid-air month after month after month for each month of the year.

By ones and twos in their homes, or in the great catastrophes that seem to be happening as frequently as ever, we lose more than 8,000 people each year to fire. Over 300,000 people are injured each year, with many scarred permanently, and more than $5 billion in property is lost to our economy.

Although still a young agency, the U.S. Fire Administration has significant achievements despite a very limited budget. We now have a National Fire Data Center, a National Fire Academy, and an important firefighter health and safety program which has developed protective firefighting outfits. The national education program on smoke detectors alone has placed a smoke detector in half the homes in America. Their "Sesame Street" fire safety education program has reached 9 million preschool children. As the parent of a child of that age, I believe that that kind of exposure is irreplaceable.

Arson, the fastest growing crime in the United States, has been a special focus of the U.S. Fire Administration. Arson task forces have been created in 34 States, and the U.S. Fire Administration has set up an arson information system to promote the exchange of information among law enforcement agencies, insurance companies, and local governments. The goal is to identify arson rings and assist in early warning and prosecution of arson. Recently in Phoenix, Ariz., this program was successfully used to apprehend and convict an arsonist responsible for 29 arson fires and $2.5 million in property losses. It doesn't take very many successes of programs when losses are in the nature of this area to pay for our total Federal effort many times over.

Through the U.S. Fire Administration an affordable and highly effective residential sprinkler system now exists for the first time. The sprinkler head reacts five times faster than commercial heads and, therefore, can use less water to stop a fire before it gets going. The new head makes it possible for the new system to work off normal home water supplies and pressure, and the cost is less than 1½ percent the cost of a new home. It is a revolutionary breakthrough that came through the coordinated efforts of the National Fire Administration.

The list goes on, and it is all the more remarkable when you consider the limited budget under which this agency operates. Dismantling the U.S. Fire Administration is not a budget savings move, either in the shortrun or the longrun, in my view. Excluding the National Fire Academy, which the administration wishes to save, the remaining Fire Administration budget for fiscal 1982, around $8.5 million, is less than 1 percent of the total Federal Emergency Management Agency budget request for fiscal year 1983.

Ironically, the FEMA budget request this year calls for $117 million for civil defense preparedness—to prepare us for life after a nuclear holocaust—and yet denies us one single penny to prevent and control the real and present danger from fires.

Or, put another way, the cost of the U.S. Fire Administration in 1 year is less than 10 percent, 10 cents on the dollar, that we are eager and ready to spend for one B–1 bomber.

I stand with our local firefighters in strong opposition to the dismantling of this fire prevention agency. We all recognize that firefighting is a local function, but it is a function that deserves the full support and cost-effective assistance from the National Government.

Firefighting continues to be one of this Nation's most hazardous professions. Local firefighters respond to over 2.7 million fires each year. They should not be expected to fight that epidemic alone.

That is why the Congress in 1974 created the U.S. Fire Administration.

I don't believe the Congress is ready to abandon that commitment. It certainly should not be asked to dismantle this agency without careful consultation with local and state firefighters and without full assurance to the Congress that the mandates of the Federal Fire Prevention and Control Act will be carried out in full.

We can put a torch to this Federal fire prevention agency, but the danger from fire still remains to each of us in our homes, in our hotels, or in our office buildings. The United States has the highest fire death rate among the industrialized countries of the world, and that, in my view, requires a national attention, a national focus, and a national coordination. I don't believe that our local firefighters deserve any less.

[The prepared statement of Congressman Walgren follows:]

OPENING STATEMENT
OF
HON. DOUG WALGREN
OVERSIGHT HEARING ON PROPOSED DISMANTLING OF
U. S. FIRE ADMINISTRATION

MAY 25, 1982

GOOD AFTERNOON. THIS IS A CONGRESSIONAL OVERSIGHT HEARING ON THE REAGAN ADMINISTRATION'S PROPOSAL TO DISMANTLE THE U.S. FIRE ADMINISTRATION.

LAST WEEKEND IN CHICAGO A DEATHLY FIRE ON THE 22ND FLOOR OF THE CONRAD HILTON HOTEL DEMONSTRATED ONCE AGAIN THAT FIRE REMAINS ONE OF THE MOST FRIGHTENING, DEADLY KILLERS IN AMERICA TODAY.

EIGHT YEARS AGO, AFTER THE NATIONAL COMMISSION ON FIRE PREVENTION AND CONTROL ISSUED THEIR OUTSTANDING REPORT "AMERICA BURNING", THE CONGRESS APPROVED THE FEDERAL FIRE PREVENTION AND CONTROL ACT IN AN EFFORT TO PROVIDE NATIONAL HELP AND FOCUS TO OUR FIRE EPIDEMIC.

THE CONGRESS, NOTING THAT "LOSSES OF LIFE AND PROPERTY AND IN FIRE ARE UNACCEPTABLE TO THE CONGRESS", CREATED IN 1974 THE U.S. FIRE ADMINISTRATION TO COORDINATE A FEDERAL CAMPAIGN TO STAMP OUT FIRES IN AMERICA. THIS AGENCY WAS CHARGED WITH PROMOTING RESEARCH IN THE CAUSES AND PREVENTION OF FIRE, WITH

ORGANIZING A NATIONAL DATA COLLECTION CENTER ON FIRE, WITH PROVIDING ASSISTANCE TO STATE AND LOCAL FIRE AGENCIES IN THE TRAINING OF FIREFIGHTERS, AND WITH DEVELOPING A NATIONAL EDUCATION EFFORT TO PROMOTE PUBLIC AWARENESS OF FIRE PREVENTION TECHNIQUES.

THE QUESTION BEFORE US TODAY IS WHAT HAS CHANGED SINCE 1974 TO JUSTIFY A DISMANTLING OF THIS AGENCY OR THE RELAXATION OF FEDERAL FIRE PREVENTION AND CONTROL ACTIVITIES.

AS IN 1974, FIRE TODAY IS A DEVASTATING KILLER. THE ANNUAL DEATHS FROM FIRE IS ROUGHLY EQUAL TO TWO JUMBO JETS CRASHING IN MID-AIR EVERY MONTH. THE FIRE DEATH RATE IS 20 TIMES THAT OF TORNADOES, HURRICANES, AND FLOODS COMBINED.

BY ONES AND TWOS IN THEIR HOMES, OR IN THE GREAT CATASTROPHES THAT SEEM TO BE HAPPENING AS FREQUENTLY AS EVER, WE LOSE MORE THAN 8,000 PEOPLE EACH YEAR TO FIRE. OVER 300,000 PEOPLE ARE INJURIED EACH YEAR WITH MANY SCARRED PERMANENTLY, AND MORE THAN $5 BILLION IN PROPERTY IS LOST.

ALTHOUGH STILL A YOUNG AGENCY, THE U.S. FIRE ADMINISTRATION HAS SIGNIFICANT ACHIEVEMENTS DESPITE A VERY LIMITED BUDGET. WE NOW HAVE A NATIONAL FIRE DATA CENTER, A NATIONAL FIRE ACADEMY, AND AN IMPORTANT FIRE FIGHTER HEALTH AND SAFETY PROGRAM WHICH HAS DEVELOPED PROTECTIVE FIRE FIGHTING OUTFITS.

THE NATIONAL EDUCATION PROGRAM ON SMOKE DETECTORS ALONE HAS PLACED A SMOKE DETECTOR IN HALF THE HOMES IN AMERICA. THEIR "SESAME STREET" FIRE SAFETY EDUCATION PROGRAM HAS REACHED 9 MILLION PRE-SCHOOL CHILDREN.

ARSON, THE FASTEST GROWING CRIME IN THE UNITED STATES, HAS BEEN A SPECIAL FOCUS OF THE U.S F A ARSON TASK FORCES HAVE BEEN CREATED IN 34 STATES, AND THE USFA HAS SET UP AN ARSON INFORMATION SYSTEM TO PROMOTE THE EXCHANGE OF INFORMATION AMONG LAW ENFORCEMENT AGENCIES, INSURANCE COMPANIES, AND LOCAL GOVERNMENTS. THE GOAL IS TO IDENTIFY ARSON RINGS AND ASSIST IN THE EARLY WARNING AND PROSECUTION OF ARSON. RECENTLY IN PHOENIX, ARIZONA, THIS PROGRAM WAS SUCCESSFULLY UTILIZIED TO APPREHEND AND CONVICT AN ARSONIST RESPONSIBLE FOR 29 ARSON FIRES AND $2.5 MILLION IN PROPERTY LOSSES.

THROUGH THE USFA AN AFFORDABLE HIGHLY EFFECTIVE RESIDENTIAL SPRINKLER SYSTEM NOW EXISTS FOR THE FIRST TIME. THE SPRINKLER HEAD REACTS FIVE TIMES FASTER THAN COMMERCIAL HEADS WITH LESS WATER. THE NEW HEAD MAKES IT POSSIBLE FOR THE NEW SYSTEM TO WORK OFF NORMAL HOME WATER SUPPLIES AND THE COST IS LESS THAN 1½% THE COST OF A NEW HOME. IT IS A REVOLUTIONARY BREAKTHROUGH.

THE LIST GOES ON AN ON, AND IS ALL THE MORE REMARKABLE WHEN YOU CONSIDER THE LIMITED BUDGET UNDER WHICH THIS AGENCY OPERATES.

LET'S NOT FOOL ANYONE. DISMANTLING THE U.S. FIRE ADMINISTRATION IS NOT A BUDGET SAVINGS MOVE, EITHER IN THE SHORT RUN OR THE LONG RUN.

EXCLUDING THE NATIONAL FIRE ACADEMY, WHICH THE ADMINISTRATION WISHES TO SAVE, THE REMAINING USFA BUDGET FOR FY 1982 -- AROUND $8.5 MILLION -- IS LESS THAN 1% OF THE TOTAL FEDERAL EMERGENCY MANAGEMENT AGENCY BUDGET.

IRONICALLY, THE FEMA BUDGET REQUEST THIS YEAR CALLS FOR $117 MILLION FOR CIVIL DEFENSE PREPAREDNESS -- TO PREPARE US FOR LIFE AFTER A NUCLEAR HOLOCAUST -- YET DENIES US A SINGLE PENNY TO PREVENT AND CONTROL THE REAL AND PRESENT DANGER FROM FIRES.

OR, PUT ANOTHER WAY, THE COST OF THE U.S. FIRE ADMINISTRATION IN ONE YEAR IS LESS THAN 10% OF THE PRICE TAG FOR ONE B-1 BOMBER.

I STAND WITH OUR LOCAL FIRE FIGHTERS IN STRONG OPPOSITION TO THE DISMANTLING OF THIS FEDERAL FIRE PREVENTION AGENCY.

WE ALL RECOGNIZE THAT FIRE FIGHTING IS A LOCAL FUNCTION, BUT IT IS A FUNCTION THAT DESERVES THE FULL SUPPORT AND COST-EFFECTIVE ASSISTANCE FROM THIS NATIONAL GOVERNMENT.

FIRE FIGHTING CONTINUES TO BE ONE OF THIS NATION'S MOST HAZARDOUS PROFESSIONS. OUR LOCAL FIRE FIGHTERS RESPOND TO OVER 2.7 MILLION FIRES EACH YEAR. THEY SHOULD NOT BE EXPECTED TO FIGHT OUR NATIONAL FIRE EPIDEMIC ALL ALONE. THAT IS WHY CONGRESS ACTED IN 1974 BY CREATING THE U.S. FIRE ADMINISTRATION.

I DON'T BELIEVE THE CONGRESS IS READY TO ABANDON THE FIGHT AGAINST FIRES. IT CERTAINLY SHOULD NOT BE ASKED TO DISMANTLE THIS AGENCY WITHOUT CAREFUL CONSULTATION WITH LOCAL AND STATE FIRE FIGHTERS AND WITHOUT FULL ASSURANCES TO THE CONGRESS THAT THE MANDATES OF THE FEDERAL FIRE PREVENTION AND CONTROL ACT WILL BE CARRIED OUT IN FULL.

WE CAN PUT A TORCH TO THIS FEDERAL FIRE PREVENTION AGENCY, BUT THE DANGER FROM FIRE STILL REMAINS TO EACH OF US IN OUR HOMES, HOTELS, OR OFFICE BUILDINGS. THE UNITED STATES HAS THE HIGHEST FIRE DEATH RATE AMONG THE INDUSTRIALIZED COUNTRIES OF THE WORLD. THAT REQUIRES NATIONAL ATTENTION, NATIONAL FOCUS, AND NATIONAL COORDINATION. OUR LOCAL FIRE FIGHTERS DESERVE NO LESS.

With that for opening remarks on my part, I want to recognize the gentleman from New Mexico, Mr. Skeen, for any comments he may have to make in opening.

Mr. SKEEN. Thank you, Mr. Chairman. I came here today in the interest of educating myself on the problems we have in the fire area. We have a lot of good programs in the Federal Government. It is very difficult sometimes to argue against them. But I think we are here today in the interest of having a good colloquy on the arguments for and against dismantling a service that I'm sure many people feel has some efficacy.

I want to compliment those that are here today. I appreciate your contribution to my continuing education. Mr. Chairman, as usual, it is always good to work with you.

Thank you.

Mr. WALGREN. Thank you very much, Mr. Skeen.

The chair would recognize Mr. Brown for any comments.

Mr. BROWN. No comments, Mr. Chairman.

Mr. WALGREN. I also want to insert in the record a letter from Senator John Glenn in response to his invitation to be here. Senator Glenn says that he must decline on the basis of other commitments but he wants us to know that he strongly supports the continuation of antiarson fire and safety programs of the Fire Administration.

I would note that on May 4 Senator Glenn introduced Senate Concurrent Resolution 89 in support of the Fire Administration. The resolution now has 18 Senate cosponsors and it also complements a similar House measure, House Concurrent Resolution 288. He wants to commend the sponsors of the House resolution for their leadership interest in this area.

I would like to make that letter and a copy of Senator Glenn's remarks in introducing that resolution on the Senate side a part of the record at this point.

[Senator Glenn's letter follows:]

WILLIAM V. ROTH, JR., DEL., CHAIRMAN
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United States Senate
COMMITTEE ON
GOVERNMENTAL AFFAIRS
WASHINGTON, D.C. 20510

May 25, 1982

Honorable Doug Walgren
Chairman
Subcommittee on Science, Research
and Technology
Committee on Science and Technology
House of Representatives
Washington, D.C. 20515

Dear Doug:

Thank you very much for the invitation to testify at the hearing today on the United States Fire Administration and the Federal Fire Prevention and Control Act of 1974. Unfortunately, because of other commitments, I must decline.

As you may know, I strongly support the continuation of the anti-arson and fire safety programs of the Fire Administration. On May 4, 1982, I introduced S.Con.Res.89 in support of the Fire Administration. The resolution now has 18 Senate cosponsors. It also compliments the similar House measure, H.Con.Res.288. I commend the sponsors of both the House and Senate resolutions for their leadership and interest in this area.

I am enclosing a copy of my remarks on S.Con.Res.89 which were reprinted in the May 4, 1982 Congressional Record and which you may wish to consider incorporating into today's hearing record.

Best regards.

Sincerely,

John Glenn
United States Senator

Enclosure
JG/hb

United States of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 97th CONGRESS, SECOND SESSION

SENATE CONCURRENT RESOLUTION 89—CONCURRENT RESOLUTION RELATIVE TO ARSON RESEARCH AND TRAINING

Mr. GLENN (for himself, Mr. TSONGAS, Mr. SARBANES, Mr. BIDEN, Mr. RIEGLE, Mr. MOYNIHAN, Mr. CANNON, Mr. LUGAR, Mr. BRADLEY, Mr. EXON, Mr. MELCHER, Mr. KENNEDY, Mr. HEFLIN, Mr. LEAHY, Mr. ZORINSKY, and Mr. JACKSON) submitted the following concurrent resolution; which was referred to the Committee on Commerce, Science, and Transportation:

S. CON. RES. 89

Whereas the United States Fire Administration was established in 1974 to reduce significantly the unacceptable high rate of death, injury and property loss in the United States within the next generation;

Whereas annually fire claims nearly eight thousand lives in the United States and injures another three hundred thousand Americans and constitutes a major burden affecting interstate commerce;

Whereas annually arson claims nearly one thousand lives in the United States and injures ten thousand Americans,

Whereas the anti-arson and fire safety programs of the United States Fire Administration are vital components to a national program of arson and fire prevention, detection and control; and

Whereas the United States Fire Administration must continue to reinforce and support the arson and fire prevention, detection, training and control activities of state and local governments; Now, therefore, be it

Resolved by the Senate (the House of Representatives concurring) that it is the sense of the Congress that the United States Fire Administration should continue its arson research and training mission and its assistance to the anti-arson and fire safety efforts of states and localities; and be it further

Resolved That Congress continue support of the United States Fire Administration, as recommended in the report of the National Commission on Fire Prevention and Control entitled "America Burning", and most recently affirmed by the Joint Council of the National Fire Service Organizations on March 1, 1982.

Mr. GLENN. Mr. President, I am submitting a concurrent resolution today which will express the sense of the Congress that the U.S. Fire Administration should continue its arson research and training mission and its assistance to the antiarson and fire safety efforts of States and localities. Unfortunately, the administration's proposal to "zero fund" the agency makes it necessary for me to submit this resolution.

I thank my colleagues who have cosponsored the resolution, as well as those who have offered their support, and I invite other Senators to join us in support of this measure. I am pleased that a similar resolution, House Concurrent Resolution 288, has been submitted in the House of Representatives and has been favorably reported by the House Committee on Science and Technology.

The aim of the resolution is also supported by the Joint Council of the National Fire Service Organizations, the International Association of Fire Fighters, the International Association of Fire Chiefs and the National Volunteer Fire Council. These organizations strongly oppose the administration's proposal. On March 1, 1982, the Joint Council of the National Fire Service Organizations adopted the following resolution:

That the Joint Council strongly supports the continued funding of the United States Fire Administration in fiscal year 1983 at a minimum level of 8.5 million dollars. Further, that all member organizations of the Joint Council mount an immediate campaign to convey this strong support to the fire service, the Congress, the officials of the Federal Emergency Management Agency and the Administration.

Arson in the United States:

Represents the highest rate of arson in the world;

Has become this Nation's fastest growing crime, quadrupling in the last 10 years and increasing tenfold in dollar losses;

Represents 25 percent of all fires and also 25 percent of your fire insurance premiums;

Kills 1,000 people annually;

Injures as many as 10,000 more;

Causes direct property losses of at least $1.3 billion; and

Results in indirect losses estimated at up to $15 billion.

Each year, fire in the United States: kills 8,000 people, injures as many as 300,000 persons, causes direct property losses in excess of $6 billion, and results in indirect losses estimated at $21 billion.

The Fire Administration was created in an effort to reduce the country's fire death toll and devastating losses to property. The Fire Administration was given a mandate to develop a national strategy to combat arson, including anti-arson research and training assistance to States and localities in arson prevention, detection and control, see Public Law 95-422, 1978.

The Fire Administration has been very successful in fulfilling its antiarson role, especially in its research activities. Under the agency's technical assistance program, as many as 300 State and local task forces have been established, including the Las Vegas-Clark County Task Force which helped to solve within 24 hours the highly publicized Hilton Hotel arson fire.

In the area of research, the agency developed the arson information management system (AIMS). This system is used to identify arson early warning patterns so that intervention strategies can be designed and implemented. For example, In Phoenix, Ariz., AIMS was successfully utilized to help apprehend and convict an arsonist who was responsible for 29 arson fires and $2.5 million in losses. AIMS was also utilized in Boston, Mass., to help apprehend and convict a ring of 33 arsonists.

The agency established a juvenile fire setter counseling program which operates in 48 communities in 19 States. Juveniles are responsible for approximately half of the incendiary fires in this country. The counseling programs in Bolingbrook, Ill., and Upper Arlington, a suburb of Columbus, Ohio, illustrate the success of the program in reducing recidivism. After counseling, 107 out of 110 juveniles apprehended for setting fires in Bolingbrook set no more fires. In the Upper Arlington program, which is located in my home State, 349 out of 360 juvenile fire setters set no more fires after receiving counseling.

The agency has also established a number of other successful antiarson programs, including the arson resource center, which published the "Arson Control Guide for Volunteer Fire Departments" and the "Arson Resource Exchange Bulletin," and the "Arson Shield" Outreach training program of the National Fire Academy. In addition, the Fire Administration has developed many successful fire safety programs in such areas as public education assistance, firefighter safety, residential sprinklers, smoke detectors, fire emergency and medical services and major fire investigations.

From its fiscal year 1981 budget of $11.5 million, funding for the Fire Administration has been effectively reduced to approximately $4 million for the current fiscal year. This includes a reduction in the agency's arson prevention and control budget from $656,000 in fiscal year 1981 to $170,000 for the current fiscal year. Of course, for fiscal year 1983, the proposed funding level is zero.

On April 21, 1982, the Committee on Governmental Affairs held a hearing on the proposed reorganization of the Fire Administration. The Director of the Federal Emergency Management Agency, Louis O. Giuffrida, as well as representatives from the previously mentioned fire service organizations, testified at the hearing. I had the opportunity to participate in this hearing, which was chaired by my distinguished colleague, Senator ROTH.

I came away from the hearing more convinced than ever that the zero funding proposal is shortsighted and unsound.

First, the proposal circumvents the requirements of the law, the Fire Prevention and Control Act of 1974, as amended, expressed the clear intent of Congress to have a Fire Administration with a separate and distinct identity and mission. Instead of proposing legislation to eliminate the statutory authority for the Fire Administration or to reorganize it, the proposal to "zero fund" the agency is an attempt to end run this requirement. Such an attempt is tantamount to eliminating the agency and therefore thwarts the will of the people and Congress which created the agency. The proposal would also circumvent the normal procedures that are followed in connection with plans to reorganize a Federal agency.

Second, the proposal would undermine the effectiveness of the programs of the Fire Administration. The programs that would survive under the proposal would be fragmented and scattered among various Federal agencies. For example, the training and education programs would be shifted to the National Fire Academy and the National Bureau of Standards would perform basic research on fire protection.

No one Federal agency would take over the agency's antiarson programs, and many programs would be lost. In fact, in his testimony at the April 21 hearing on behalf of the Administration, Mr. Giuffrida contended that:

Solutions to the arson problem can be addressed by the introduction of low-cost computer support.

This contention is totally lacking in foundation and is contrary to testimony and evidence which has been brought out in many congressional hearings conducted over a span of several years, some of which I personally chaired. The contention also evidences a lack of understanding and appreciation of the magnitude and complexity of the arson problem.

The proposal would also abandon the Fire Administration's role of coordinating Federal antiarson and fire safety efforts. In his testimony before the Committee on Appropriations, Subcommittee on HUD-Independent Agencies, on April 1, 1982, Mr. Giuffrida stated that:

The U.S. Fire Administration will no longer play a coordinating role in the Nation's fire prevention and control programs.

In the past, the agency provided the Federal focus to coordinate a national strategy to combat arson. The administration now proposes to shift the Federal fire focus to the Fire Academy. In light of the above, it is unclear as to exactly what this proposal means. In any event, the Fire Academy does not have the expertise, organizational structure or budget to take on any significant functions beyond education and training. Unlike the Fire Administration, the academy would not have an administrator who could exercise the independence and leadership that was mandated by the 1974 act. The academy is simply a training facility located 75 miles outside of Washington, D.C. Moreover, its budget was reduced by 12 percent in fiscal year 1982.

Third, the justification for the proposal is specious.

The administration contends that its proposal will help reduce the size and costs of multiple Federal agencies involved in State and local programs. To appreciate the folly of this contention, one needs only to compare the fiscal year 1982 budget of the Fire Administration with FEMA's fiscal year 1983 budget request of nearly $1 billion in outlays. The meager $5 million budget of the Fire Administration pales in comparison to this staggering sum. Rather than reducing its size, the administration has proposed an increase in FEMA's budget of $141.6 million in outlays and of 207 permanent positions. The Fire Administration has a mere 35 staff positions. Further, the agency's fiscal year 1982 arson prevention and control budget was only $170,000.

A large portion of the increase, $119.1 million, would go to civil defense, under which the nuclear attack preparedness program is funded. I am concerned that the administration may be trading off a successful, ongoing program to save lives in order to prepare for a remote contingency in the hope of surviving the unthinkable.

In the April 21 hearing, Mr. Giuffrida suggested that cost savings could be attained through the implementation of better management procedures at the Fire Academy. However, he was unable to provide any details or information to support this contention, nor could he explain why such cost saving measures could not be implemented within the fire administration.

Finally, the administration's proposal is based on the notion that arson and fire safety is the responsibility of the States and localities. During the April 1 hearing before the Appropriations Subcommittee, Mr. Giuffrida stated that:

The Federal Assistance formerly provided by the U.S. Fire Administration should be replaced by State and local government, the private sector and fire service organizations.

While arson and fire safety are State and local problems, the willingness of the administration to abandon its responsibility to assist them ignores two salient facts. First, State and localities are ill-equipped to deal with these problems, especially the crime of arson. This point was stressed in the April 21 hearing by the fire service witnesses and has been made over and over again during the last several years. Second, although successful, the Fire Administration has not met its goal to reduce by one-half the Nation's loss of life from unwarranted fire and to achieve significant reductions in property and nonfatal human injury due to fire. In his testimony at the April 21 hearing, Harold A. Schaitberger, the representative of the International Association of Fire Fighters, stated that:

We think it quite facetious to suggest that the American fire problem has been corrected to the point to justify the elimination of the U.S. Fire Administration and the essential Federal fire program it represents.

Mr. President, I hope that the Committee on Commerce, Science, and Transportation, to which this resolution will be referred, will give the resolution prompt consideration. I also hope that the Committee on Governmental Affairs and the Committee on Appropriations and its Subcommittee on HUD-Independent Agencies will take a hard look at the administration's proposal and help us to continue the antiarson and fire safety programs of the Fire Administration.

I ask unanimous consent that the testimony of Chief E. Stanley Hawkins, president of the International Association of Fire Chiefs, before the Senate Governmental Affairs Committee on April 21, 1982, be included in the RECORD.

There being no objection, the testimony was ordered to be printed in the Record, as follows:

TESTIMONY BEFORE THE SENATE GOVERNMENT AFFAIRS COMMITTEE ON REORGANIZATION OF THE U.S. FIRE ADMINISTRATION

Mr. Chairman, my name is E. Stanley Hawkins, Fire Chief of Tulsa, Oklahoma and President of the International Association of Fire Chiefs (IAFC). I appear before you today representing the nation's fire chiefs, both career and volunteer, who are responsible for directing local governments' fire prevention and control activities, emergency medical service, and emergency response to natural and man-made hazards.

Organized in 1873, the International Association of Fire Chiefs has long recognized that the fire problem can overwhelm the capabilities of local fire departments. The history of tragic fires and disasters has convinced our members that a collective and cooperative effort on the part of local, state and federal governments is necessary to combat the fire problem as well as other disasters.

Mr. Chairman, the nation's fire chiefs, the entire fire service community and the U.S. Congress have worked for many years to create and maintain a federal focus on the nation's fire problem. Yet, today we are faced with the elimination of the fire administration.

The President's fiscal 1983 budget message addressed the U.S. Fire Administration. It stated: "The goal of this program has been to reduce by 50% the nation's loss of life from unwanted fire and to achieve significant reductions in property and nonfatal human injury due to fire by the year 2000. This program has improved the cost-effectiveness of the various fire protection services. Due to the significant decrease in loss of life and property due to fire and the increased efforts of the private sector, this program will be discontinued in 1983. However, the efforts of the National Fire Academy will continue to provide training to state and local fire officers and officials."

I do not believe that a significant decrease in life and property losses has, in fact, occurred. Indeed, the significant indirect losses associated with fire will continue to have a negative impact on our nation's economic recovery by putting individuals out of work and reducing the tax base.

And, I do not believe that the private sector will pick up the important programmatic, research and development, and data collection activities conducted by the U.S. Fire Administration.

The following summary of the 1980 National Fire Experience Survey conducted by the National Fire Protection Association (NFPA) and supported by the U.S. Fire Administration paints a grim picture of the national fire problem: 6,506 civilians were killed as a result of fires in the United States; 30,300 civilians were injured as a result of fire in the United States; 770 civilians died as a result of incendiary fires; 134 fire fighters were killed in the line of duty; fires across the United States accounted for an estimated $6,254,000,000 in property loss; Property loss in residential fires alone accounted for an estimated $3,042,000,000 damage; indirect losses from fire accounted for an estimated $13,000,000,000; and fire departments across the United States attended 2,988,000 fires.

I believe that the nation's fire problem continues to be serious and deserves federal involvement. I believe the following points are appropriate for a federal fire focus.

The nation's fire problem demands a separate and indentifiable agency within the federal government which will commit its total resources to assisting the existing fire protection community to serve the public needs and interest on a day-to-day basis.

The public interest can be served best only if fire is recognized as a continually occurring problem. The day-to-day aspect of this problem, its magnitude and its effects are vastly different from the problem of intermittent disaster.

It is essential that a national focus on fire not only be maintained and strengthened, but that it not be diffused or subordinated to the disaster aspects of any new agency.

The National Fire Academy must not be subordinated to any other part of the agency's programs. The fire programs should receive the highest degree of priority, in keeping with the continuing magnitude of the fire problem and the large continually operating constituency of approximately two million fire service personnel. These persons include fire personnel, thousands of building officials, architects, engineers and hundreds of educators who teach the fire sciences. Through the academy and its system, new and transferrable technology, results of research and sound practices would be spread nationwide.

The fire technology programs must be continued with concentration on solving current problems. An example of a project of vital importance and promise that has already been initiated is the development of the "protective envelope" for fire fighters.

The national fire focus must deal directly with, and be responsive to, the state and local fire protection community. Regionalization of this fire focus will decrease its ability to deal with the daily fire protection needs in a cost-effective manner.

There is a potential decrease of emphasis on fire safety and prevention with respect to the small fire incident which could occur in a major disaster-oriented agency. It must be recognized fully that it is the home that is cumulatively the most dangerous to human life. Residential fires claim more than 6,000 persons annually. These fires are not spectacular and often property losses are low. Nevertheless, it is the homeowner and individual family that suffers most and more often from fire. Private residences are at the heart of the fire problem. The priorities needed here are vastly different from those required for a potential hurricane. These priorities must be kept in proper perspective.

Full recognition should be given to the fact that in any disaster there is always an immediate involvement of the fire service, even when fire is not involved directly. The fire service of the United States has two million members which are capable of immediate mobilization. They also constitute the nation's primary rescue service. For these reasons, the role of the fire service must be preserved.

Since the creation of the U.S. Fire Administration, the IAFC has enjoyed the opportunity to work closely with the fire administration and the national fire academy. This relationship has been one of mutual support for the benefit of the fire service. We believe it is essential that dialogue be maintained between the fire service and the U.S. Fire Administration and FEMA.

The members of the IAFC, therefore, believe that the U.S. Fire Administration and the National Fire Academy should remain a major and distinct element within the Federal Emergency Management Agency. We feel that a strong organizational relationship is necessary between the Federal Emergency Management Agency and the U.S. Fire Administration to mitigate the fire problem effectively. We feel that the U.S. Fire Administration should be funded to assist and supplement local efforts for fire prevention and control. The U.S. Fire Administration must assist the fire service by providing technical and financial assistance to help us do our job more effectively, but not act as a supervisory or controlling federal agency intruding into the affairs of local government.

The U.S. Fire Administration has developed many programs that are of assistance to fire departments. A few of these programs are: National fire incident reporting system (NFIRS); fire department manning study; municipal fire insurance; major fire investigations; fire in the U.S. data; in-depth fire investigations; residential sprinklers; smoke detectors—technology evaluation; code administration and enforcement program; fire figher safety and health; automatic remote residential alarm systems (ARRAS); Federal and industrial applications; interagency coordination; National Bureau of Standards; arson prevention and control; public education assistance; emergency medical services; smoke detector; emergency responder; fire and emergency service master planning; operation Dixieland; and hazardous materials.

The IAFC has been engaged for many years in activities to define clearly the legitimate federal role in local fire protection and disaster response. During the 1960s, the members of the IAFC adopted resolutions approving civil defense plans for the fire service; supported creation of a division of fire technology in the Commerce Department and federal fire spokesman; supported federal funds for fire research and staff and command schools; and, supported civil defense proposals for national nuclear fire leadership training.

In the area of federal legislation, the IAFC was active in the passage of the Fire Research and Safety Act of 1968 which established the National Commission on Fire Prevention and Control; supported passage of the Federal Fire Protection and Control Act of 1974; participated in the selection of the National Fire Academy site in Emmitsburg, Maryland; supported the transfer of the United States Fire Administration to the Federal Emergency Management Agency; and continuously engaged in efforts to secure adequate funding for the United States Fire Administration.

From this perspective of involvement with federal programs, the membership of the IAFC is convinced that the United States Fire Administration and the National Fire Academy have made significant progress in addressing the national fire problem. The IAFC supports the existing U.S. Fire Administration programs and any effort to reduce these programs is unacceptable to the members of the IAFC.

In 1978, our former president, Chief John L. Swindle, appeared before this committee to support President Carter's Reorganization Plan No. 3. At that time, and I might add, after long and deliberate negotiations within the fire service and with Carter administration staff members, the members of the International Association of Fire Chiefs supported the reorganization effort because we felt it would benefit the fire service. This conclusion was based on the following reasons:

1. To provide a separate and identifiable federal agency which would commit its total resources to assist state and local fire protection efforts in dealing with the nation's fire problem.

2. To assure that the national focus on fire would be strengthened and not diffused or subordinated to disaster-related activities.

3. To assure that the agency would be responsive to, and deal directly with, the state and local fire protection community.

4. To establish a National Fire Academy and related system to provide direct assistance to state, local and college fire training and educational programs; and, a quality outreach program to the fire community.

5. To assure that the agency would maintain emphasis on fire safety and prevention.

6. To assure that fire research and technology would concentrate on current fire problems.

7. To assure that the agency would not have regulatory capabilities with the power to intervene in the affairs of state and local government.

8. To assure that the agency would preserve the role of the fire service and would continue the dialogue with the fire service in matters of mutual concern.

Mr. Chairman, in working with the President's Reorganization Project Team, we were assured that the transition of the fire program to the new agency would in no way inhibit the integrity, focus, mission and effectiveness, or the authorities and responsibilities of the fire administration as identified in Public Law 93-498. I believe that your committee expressed similar concerns and received the same assurance. With this in mind, the International Association of Fire Chiefs fully endorsed and supported the proposed reorganization plan.

In early 1981, Chief Jack Lee, then chairman of the Joint Council of National Fire Service Organizations (JCNFSO), developed a position paper regarding the relationship between the fire service community and the Federal Emergency Management Agency. I believe that several points are worth mentioning again: "Fire prevention and control is accepted as a local responsibility. The U.S. Fire Administration (USFA) was created by Congress at the urging of the American fire service to provide a critical, coordinating, cost effective linkage among all federal, state, local and private agencies and organizations responsible for fire prevention and control. This is still, and should continue to be, the primary function of the USFA."

Typically, the fire service is the first public agency trained to respond and mitigate natural and man-made disasters. Because of this, the Joint Council of National Fire Service Organizations recognized and endorsed the USFA as the primary agency in the Federal Emergency Management Agency (FEMA) responsible for the coordination of all federal resources for comprehensive emergency planning, response and control.

In taking this position, the Council did so with the firm resolve that the principles and objectives listed below would be maintained.

1. The Carter Administration would support FEMA, the USFA and the National Fire Academy.

2. The Administration would assure the continued integrity, focus and effectiveness of the fire program authorized in Public Law 93-498.

3. The Administration would maintain The USFA's authorities, responsibilities and organizational structure pursuant to Public Law 93-498 and the President's Reorganization Plan No. 3 of 1978.

4. All authorities, responsibilities, programs and funding commitments of the USFA remain a distinct component within FEMA.

5. The USFA's primary responsibility be to carry out all aspects of the Fire Prevention and Control Act of 1974 and that it be directed by an Administrator for Fire at an Executive IV level, reporting directly to the Director of FEMA.

6. All authorities and functions of the USFA be assigned to the USFA Administrator, other than such normally centralized support functions as administrative and computer services, legal affairs, accounting, finances and payroll.

7. Funding authorizations for the USFA continue to be committed solely for its use.

8. The continuation of the National Fire Academy's focus on professional development for fire service personnel and others engaged in comprehensive emergency planning pursuant to Public Law 93-498. The Joint Council considered the National Fire Academy an essential component of the U.S. Fire Administration's mission. Further, the Council considered it imperative that the campus at Emmitsburg, Maryland, continue to be identified as the National Fire Academy under the direction of the fire administration.

Recently, comprehensive emergency management and emergency first responder have become part of the vocabulary of emergency organizations and FEMA. But the reality of comprehensive emergency management and emergency first responders are not new to the fire service. The nation's fire service historically has been the first to respond to emergency situations threatening life or property, including technological or natural disasters, and the consequences of terrorism. Therefore, the nation's fire service, serving as an emergency first responder, is the primary operational constituency of the Federal Emergency Management Agency, as well as the U.S. Fire Administration.

With the President's interest in civil defense and crisis relocation planning, I believe that it is in the best interest of the nation to have a well-organized and operationally efficient fire service. The nation's fire departments have the organization, training, personnel, equipment and communications systems to respond to large-scale disasters. When an emergency incident occurs, large or small, the fire service is called upon to handle the emergency response.

It seems, therefore, somewhat inconsistent for the administration to call for increased efforts in civil defense, and, at the same time, call for the elimination of the fire administration. Clearly, the fire service and the U.S. Fire Administration have a significant role to play in the response and recovery from a natural or nuclear disaster.

With our involvement over the years in the establishment of the U.S. Fire Administration under Public Law 93-498 and the creation of the Federal Emergency Management Agency under PRP No. 3 of 1978, two points are clear: The intent of the U.S. Congress was to have a U.S. Fire Administration and National Fire Academy with their own identity and mission and the nation's fire service, approximately 1.5-2 million persons, supported the establishment and maintenance of the U.S. Fire Administration and the National Fire Academy.

Now it appears that individuals in the current administration who have little or no experience in fire protection and emergency services have decided to use the budget as a tool, and the fiscal crisis as an excuse, to override the clear intent of Congress and a very large fire service community.

On May 4, 1973, the National Commission on Fire Prevention and Control released its report America Burning. This report was based on approximately two years of effort by fire service professionals, college professors, the media and members of Congress. I believe that findings are still valid and the recommendations sound. This important work should *NOT* be overlooked during the debate to restore funding for the U.S. Fire Administration. Certainly, the fire problem is as severe now, if not worse, than at the time of this publication.

Mr. Chairman, the members of the International Association of Fire Chiefs urge your committee to seek restoration of funding for the U.S. Fire Administration and to assure adequate funding for the National Fire Academy.

Thank you.

Mr. WALGREN. I would also like to make a letter from Senator Ted Stevens, assistant majority leader, from Alaska, a part of the record at this point. Senator Stevens was a congressional advisory member of the National Commission on Fire Prevention and Control which released the report "America Burning," (1973).

[Senator Stevens' letter follows:]

MARK O. HATFIELD, OREG., CHAIRMAN

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United States Senate

COMMITTEE ON APPROPRIATIONS
WASHINGTON, D.C. 20510

May 20, 1982

Mr. Doug Walgren
Chairman
Subcommitte on Science,
Research and Technology
U.S. House of Representatives
Suite 2321
Rayburn House Office Building
Washington, D.C. 20515

Dear Doug:

Thank you for your invitation to testify before the Subcommittee on Science, Research and Technology.

Unfortunately other activities preclude me from accepting your invitation, but let me say that I strongly support the USFA and will attempt to participate in any appropriations or oversight hearings that we hold in the Senate.

Thanks again for the invitation and your positive effort to bring to the Congress' attention the important work that the USFA performs.

With best wishes,

Cordially,

Ted Stevens

Mr. WALGREN. The first witness today is the Honorable Leo Zeferetti from the State of New York. Congressman Zeferetti has maintained a 25-year interest in safety, coming out of a law enforcement background.

As a member of the Rules Committee, Mr. Zeferetti is in a powerful position in terms of being able to direct the attention of the Congress and enable measures which may be necessary to preserve the functions of the USFA,to be properly considered on the floor of the House of Representatives.

So we are particularly pleased you are here, Mr. Zeferetti, and I really do appreciate your interest in this area and know that other Members of Congress are going to be looking to you for support when we try to be helpful in the area of fire.

Mr. Zeferetti.

[Biographical sketch of Congressman Zeferetti follows:]

Congressman
LEO C. ZEFERETTI

15th District, New York

BIOGRAPHICAL SKETCH OF CONGRESSMAN LEO C. ZEFERETTI

BORN: July 15, 1927; New York City

FAMILY: Married, two children (Linda and Jan); one grandson

MILITARY: U.S. Navy, World War II — received American and European Theatre and Victory Medals

EMPLOYMENT: Mr. Zeferetti was an officer with the New York City Department of Correction (1957-74), serving as a professional penologist. During that period he strived to reduce recidivism in the penal system and upgrade the status and training of all professional penologists. He acted as a collective bargaining negotiator for the Department of Correction, served as President of the Correction Officers Benevolent Association (1969-74); as Executive Secretary for the Correction Officers Columbia Association and was a member of the New York State Crime Control Planning Board. In 1971 he was a representative to the President's Conference on Correction and Conference for a National Correction Academy.

COMMUNITY SERVICES: Board of Directors of the U.S. Merchant Marine Academy at Kings Point; the Board of Directors for the Heatlh Insurance Plan of Greater New York, and international Foundation of Employees Benefit Plans, Inc. He is a member of the Community Mayors of New York State, involved in their program to aid blind and handicapped children; a member of the Lions Club, Elks Club of Bay Ridge, Bay Ridge Civic Improvement Association, Sons of Italy Verranzano Lodge, Order of Ahepa; Member of American Legion and Veterans of Foreign Wars.

HONORS & AWARDS: Enforcement Medal, Sons of the American Revolution; Humanitarian Award in Bettering the Standards of Living of the Handicapped Citizens of our Nation; Man of the Year Award, Community Mayors; Man of the Year, Cathedral Club; American Legion, Citation Award; Zichron Pinchos-Kesser Malica, Achievement Award; Sons of Italy Verranzano Lodge, Man of the Year; Honorary member, Board of Governors, National Amputation Foundation. Honorary member of the Order of St. Brigida; Cavalieri Commendatori awarded by the Italian Government. Mr. Zeferetti's shield, #689, was the first and only retired by the New York City Deparment of Correction.

GOVERNMENT: Elected to fourth term in Congress in 1980 as Democrat, 15th Congressional District. Served on: Committee on Education and Labor; Committee on Merchant Marine and Fisheries; Select Committee on Professional Sports; Ad Hoc Committee on Outer Continental Shelf; Presently Chairman of the Select Committee on Narcotics Abuse and Control and member of Committee on Rules.

STATEMENT OF HON. LEO C. ZEFERETTI, (D. 15TH DISTRICT, N.Y.)

Mr. ZEFERETTI. Thank you, Mr. Chairman.

I do want to summarize my testimony, but before I proceed I would ask unanimous consent that my formal statement be made part of the record and I will sort of summarize it, if it's all right with you.

Mr. WALGREN. Without objection.

Mr. ZEFERETTI. Mr. Chairman, I want to thank you for giving me this opportunity to express my deep concern over the proposed elimination of the U.S. Fire Administration, and let me also applaud you and the members of your committee for your efforts and for providing those of us who are concerned about the future of our fire prevention programs this forum to share our concerns.

As you know, the administration, under the direction of the Office of Management and Budget, did not recommend any funding for the U.S. Fire Administration in fiscal year 1983. The $9 million which was earmarked for the USFA means that as of October 1, 1982, the Fire Administration will cease to exist.

The implications of such a cut are enormous. Since its establishment in 1974, the USFA has been involved in mobilizing and coordinating a national program to reduce this country's appalling loss of life and property in fires. Are we to put our Nation's fire prevention programs back to a low priority—and let me reiterate that word "priority." Mr. Skeen in his opening statement referred to the many programs that need funding and some programs we just have to look at, and we know that all of them have credibility but on some of them really we have to draw the line.

Let me say I don't think there is any higher priority that we can give than to those who risk their lives on a daily basis to go in to save lives. If there is an instrument or way or an idea that could be produced as a result of a national academy or an administration that has those concerns in mind that could save lives and property, I don't think anything would draw a higher priority than that kind of a program.

I surely feel that we will become shortsighted if we allow for the elimination of the USFA. If you would just look at the record, look at 1980 alone, we find that 6,505 civilians died as a result of fires. We find that 30,200 civilians were injured. We find there were 134 firefighters who were killed in the line of duty. Fire accounted for nearly $6.3 billion in property losses. Residential fires accounted for almost $3 billion in losses, and indirect losses from fire reached nearly $15 billion. While these statistics are staggering, I fear to think what the figures may be if we allow the U.S. Fire Administration to be dismantled.

In my opinion, Mr. Chairman, the funding for the U.S. Fire Administration is of vital importance to this country. The $9 million which is needed to keep the USFA alive is a small sum, indeed, when you consider the Nation's loss of life and property from fire.

That concludes my statement, Mr. Chairman.

[The prepared statement of Congressman Zeferetti follows:]

STATEMENT OF

HON. LEO C. ZEFERETTI

OF

NEW YORK

BEFORE THE

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

U.S. HOUSE OF REPRESENTATIVES

MAY 25, 1982

Thank you for giving me this opportunity to express my deep concern over the proposed elimination of the United States Fire Administration. Let me also take this chance to applaud your efforts and for providing those of us who are concerned about the future of our fire prevention programs this forum to speak our grave concerns.

As you know, the Administration, under the direction of the Office of Management and Budget, did not recommend any funding for the U.S. Fire Administration (USFA) in Fiscal Year 1983. In an effort to reduce spending, the Administration chopped $9 million from the Federal Emergency Management Agency (FEMA) budget which was earmarked for the Fire Administration in FY-83. If the cut is allowed to stand, the Fire Administration will cease to exist on October 1, with only the National Fire Academy surviving in FEMA's Emergency Management Institute. The implications of such a cut are enormous and must be viewed not from how much it costs but what has been established in coordinating and mobilizing a national program to reduce this country's alarming fire death toll and property losses.

While the Fire Administration has been victimized by internal problems, declining support in Congress and disinterest in the White House, its accomplishments in mobilizing and coordinating a national program to reduce this country's appalling loss of life and property in fires has been commendable. Its major achievements have included:

*The establishment of the National Fire Academy, which trains the fire service leaders of tomorrow and develops and distributes state-of-art course work for regional, state and local fire training facilities. This year, the Academy will have trained more than 15,000 students through its accedited resident and field programs.

*Increased use of smoke detectors in residences. When the USFA was formed, smoke detectors were installed in less than 5% of all households, but by 1982, that percentage had risen to well over 50%. The USFA's contribution to broadened use of smoke detectors has included production and promotion of over 50 reports, brochures, fact sheets, articles, prototype posters and decals, sample TV and radio public service announcements, and other materials, all targeted to particular detector issues and audiences.

*Development of an effective, affordable residential fire sprinkler system. Two USFA projects paved the way by assessing the market potential and obstacles to acceptance of home sprinklers, and their potential impact on more than 4,000 fire fatalities and $2 billion in fire loss that occur in private dwellings each year. The USFA then organized and coordinated both the tests required to show that the system works and the effect to adapt the National Fire Protection Association's 13-D consensus standard to conform to the new technology.

*Development of improved firefighter protective clothing in a new integrated ensemble encouraged by Federal government research which was proven capable of sharply reducing the current high rates of firefighter fatalities and injuries. Relative to current gear, the new ensemble provides increased protection and mobility by reducing overall ensemble weight by 40% while adding only 25% to 30% to the cost. The new ensemble also provides better protection against heat, cuts, punctures and impact.

*Improved data on national fire problem, leading to improved Federal government and private sector decision-making and a better, more detailed public understanding of the size and nature of the fire problem. Data from more than 9,000 fire departments in 40 states and the District of Columbia, assembled in the National Fire Incident Reporting System, has been used in major ways by manufacturers, insurance groups, public interest groups, the Consumer Product Safety Commission, the Occupational Safety and Health Administration, the Department of Housing and Urban Development, State legislators and several committee of Congress.

*Increased state and local fire problem identification capability, made possible through participation in the National Fire Incident Reporting System.

*Coordination of a National Attack on arson. The USFA has developed and implemented a national strategy for coordinating federal, state and local public and private sector efforts to attack arson, one of the nation's fastest growing crimes. It is estimated that arson accounts for more than $1.5 billion a year in direct losses and nearly 25% of all fires.

*Establishment of a nationwide public fire education network, whereby local experts in public fire education are able to benefit from the experience and resources of one another.

*Improved Fire Department management tools, including Fire Defense and Emergency Response Planning (Master Planning) and comprehensive code enforcement. Technical assistance on master planning has been provided to 138 communities; 48 communities in 45 states have already adopted plans; and more than a dozen of these communities have reported cost savings or reduced fire problems as a result.

> *A national focal point for fire protection was a need articulated in the 1973 report of the National Commission on Fire Prevention and Control. The USFA has provided those focal point, as demonstrated by the hundreds of fire departments that have sought to participate in its programs.

Nine years ago, the National Commission on Fire Prevention and Control, in arguing for the establishment of a United States Fire Administration said:

> "Time and time again, this Commission has made evident the need for Federal initiatives....and also for coordination to strengthen programs now scattered among Federal agencies....Emphatically, what is not needed is a Federal bureaucracy assuming responsibilities that should be retained by State and local jurisdictions.... the Federal government can help, however, in being a national advocate of fire protection...."

And, that's exactly what we have -- a Federal advocate of fire protection. Are we, therefore, to let the Reagan Administration devastate these accomplishments and put our nation's fire prevention programs back to a low priority? Are we also to let the theory of Reaganomics destroy our national efforts in bringing fire death and casualty loss to a minimum?

I think not, and that's a feeling being expressed to me by concerned fire leaders from New York.

> "Prior to the establishment of the USFA, the various fire departments in this country acted on an individual basis with little or no contact between one another....The development of new technologies, modern building construction concepts, legislative changes and the myriad prob that face our fire departments today only added emph to this need. The advent and widespread use of compu permitted the accumulation, storage and retrieval of data that had previously gone largely neglected. The establishment of the USFA was the first step in a long process of coordination and cooperation, providing a permanent tie line between the fire departments of our country. The goal then, as it is now, was to stem the rising tide of fire death and property loss, and, I believe, the USFA was making important inroads in these areas"
>
> John J. Hart
> Chief
> The City of New York Fire Department

> "The short-sightedness of proponents for the elimination of essential programs, such as Fire Prevention Education, and Research in progressive firefighting techniques, is incredible."
>
> Nicholas Mancuso
> President
> Uniformed Firefighters Association
> of Greater New York

Mr. Chairman, I can only conclude by noting that the funding for the United States Fire Administration is of vital importance to this country. The $8.5 million, which is needed to keep the USFA alive, is a small sum when you consider that in 1980 the country experienced a loss of 6,505 civilian deaths, $6.3 billion direct property loss and about $15 billion in indirect losses because of fire. We need the USFA and I will be working to see that it is a viable instrument in our fire prevention efforts.

Thank you, Mr. Chairman, for your time and attention to this most important matter.

Mr. WALGREN. Thank you very much, Mr. Zeferetti.

I would like to certainly recognize other members, and after that we can have Mrs. Heckler's statement.

Mr. Skeen.

Mr. SKEEN. Mr. Chairman, I just have one question. Mr. Zeferetti, I want to compliment you on your statement. I thought it was a very good one.

Let me ask you this question. Do the statistics show—and I am sure you probably know—an increase or a decrease in disasterous fires of—I don't know how you would class them or what category—but the disasterous category level, an increase or decrease since the inauguration of the USFA? Say just in the area of hotel fires.

Mr. ZEFERETTI. Let's use one thing alone, the idea of——

Mr. SKEEN. You pick it.

Mr. ZEFERETTI [continuing]. The idea of putting smoke detectors in the homes. As you know, before the USFA informed the public as to just exactly what smoke detectors would mean to the individual community and to the individual home, only 5 percent of the people were using smoke detectors. When the USFA got involved and went out to the public, today in the United States some 50 percent of our households have smoke detectors. In many States, it is mandated by law that multiple dwellings have smoke detectors installed.

In that area alone, we have helped save lives, we have helped save property beyond what we ever expected.

Mr. SKEEN. How many States are mandated?

Mr. ZEFERETTI. I couldn't tell you that. I don't have that figure in mind.

Mr. SKEEN. Thank you, Mr. Chairman.

Mr. WALGREN. Thank you, Mr. Skeen.

Mr. Brown.

Mr. BROWN. No questions.

Mr. WALGREN. Mrs. Heckler.

Mrs. HECKLER. No questions.

Mr. WALGREN. From my own viewpoint, I see the innoculation programs, for example, and I know the argument is made that in one view fire deaths may be trending down, but if they are trending down, it is really because of the efforts in this agency as well as others, and the question is whether you stop doing something that is of such value and which we are so ready.

If the question is put directly to the public of what they are willing to do to save the kinds of losses that come from fire, the answer is immediate and clear.

Mr. ZEFERETTI. I couldn't agree with you more, Mr. Chairman. I would just like to say that once you take away the instrument for looking at, investigating, inspecting, and gathering information for our fire prevention efforts, we do away with the ability to save lives.

The Fire Administration is the tool that makes it work, because they have the kind of capability that not only will save lives but will create the kinds of programs that can help save lives and property. I think it is also essential that we keep that tool sharpened

and we keep that tool funded in such a way that it has the best ability to service the communities and the country.

Mr. WALGREN. I appreciate very much your taking the time and continuing your interest in this area.

Mr. ZEFERETTI. I am here to help in any way I can, particularly should you need help in the Rules Committee.

Mr. WALGREN. Thank you very much. It's good to see you.

The Chair would like to recognize Mrs. Heckler for her opening statement.

Mrs. HECKLER. Thank you, Mr. Chairman. I would like to congratulate you for holding this important hearing, and I apologize to the witnesses for our occasional absences which will be inevitable today since we are considering the budget on the floor.

This hearing is important because it represents the committee's first opportunity to question spokesmen from the Federal Emergency Management Agency [FEMA], the fire service organizations, and a community-level fire service department.

Before the Federal Government could close down the only national focal point for one of America's most costly scourges, I feel it is only appropriate that this committee make a thorough examination to see if that action is, indeed, in the national interest. The statistics available to describe the Nation's fire problem are alarming. Every 10 seconds another fire department responds to another fire somewhere in America, a total of almost 3 million fires per year. Every 45 seconds another residential fire is reported, a total of over 700,000 home fires per year. The 12 percent of nonresidential fires account for 43 percent of the direct costs associated with fire, a testament to the dangers of arson in our society.

This country spends about $5.3 billion a year on direct costs associated with fire. If you include the indirect costs, the figure increases to a staggering $21 billion.

Sufficient deficiencies in the Fire Protection Act for the United States were identified by the National Commission on Fire Prevention and Control in their 1973 report to the President, entitled "America Burning," which led to the adoption of Public Law 93-498, the Fire Prevention and Control Act of 1974 to resolve these deficiencies. At that time any hour of the day promised the likelihood that more than 300 destructive fires would be raging in the Nation, at a cost of over $300,000 in property damage. At least one person would be dead, and around 34 would be injured, some crippled, some disfigured for life. If any of my colleagues have ever known a burn victim, I need not elaborate on the suffering involved.

I realize that the Fire Administration has had some problems. Not all of the money has been well spent. Some of the grants—and this is as much the responsibility of the fire service organizations receiving them as of the Administration itself—show poor results. My colleagues on the committee realize this and we would certainly improve and support the efforts that would be designed to change that performance. However, as one member of the committee, I am not so dismayed by a few failures to overlook the outstanding accomplishments of the Fire Administration.

I believe we have no justification to completely eliminate this agency. We have seen no evidence to justify such a drastic move. Therein lies the opportunity of the witnesses today.

USFA's most noteworthy program areas include arson, residential fire sprinklers, the public fire education network, the promotion of smoke detectors, improving fire department management tools, firefighter health and safety—an area of enormous concern to me—and data collection.

This subcommittee and subsequently the full Science and Technology Committee have shown their unanimous support for the Fire Administration in supporting a resolution I amended earlier expressing continued congressional backing for the agency. The entire House also will have the opportunity to show their support. Senator Glenn has introduced a companion resolution in the Senate. When all these votes are tallied, there will be little doubt as to where the Congress stands. I believe we will stand in support of the Fire Administration.

But the issue has become somewhat polarized and there are valid arguments that can be raised on both sides. I look forward to the testimony from FEMA and from the Joint Council. The divisiveness between them is not good in my judgment for the fire service, for the Government, or for the country. The two sides are like neighbors that never speak to each other, and I am reminded of something Mark Twain once wrote. Twain wrote of a neighbor calling the other, "We ought to have called on you before, and I beg your pardon for intruding now in this informal way—but your house is on fire." Well, I think it is time to intrude on this issue for a moment, and I would like to say that I think the moment calls for a more serious consideration of the issue of fire than we have yet given it in this Congress.

We have all benefited a great deal by the "America Burning" report, and all the effort going into it. I would like to suggest another national colloquium on fire, including arson. A decade is long enough. We need another look. The time for consensus building and restrospective evaluation is here. We need to examine what has to be done in light of what we must do in the future.

I will not go into detail, Mr. Chairman, but I would like to invite all the witnesses and the groups represented today to make recommendations to me on how this kind of a meeting could be put together. I look forward to hearing representatives of the fire service and all sectors to participate in this national effort. The time for consensus on fire is now. Too many people are still dying, too many are still being injured, too much property is lost for us to wait any longer.

I ask unanimous consent, Mr. Chairman, to extend for the record the full gamut of my remarks, but I would like to say simply that I feel this is not the time to eliminate the only federal focus and coordination for fire prevention and control and for arson mitigation. The Congress needs to take a much closer look at the issue and hopefully today will allow us the first glance.

[The prepared statement of Congresswoman Heckler follows:]

HONORABLE MARGARET M. HECKLER
OVERSIGHT HEARING ON THE U.S.
FIRE ADMINISTRATION
25 MAY 1982

I WANT TO CONGRATULATE THE CHAIRMAN FOR HOLDING THIS IMPORTANT HEARING IN SPITE OF THE BUSY SCHEDULE RESULTING FROM THE BUDGET ACTIVITY ON THE FLOOR. I APOLOGIZE TO THE WITNESSES FOR OUR OCCASIONAL ABSENCES FOR VOTES, BUT IT CANNOT BE AVOIDED.

THIS HEARING IS SO IMPORTANT BECAUSE IT REPRESENTS THE COMMITTEE'S FIRST OPPORTUNITY TO QUESTION SPOKESMEN FROM THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA), THE FIRE SERVICE ORGANIZATIONS, AND A COMMUNITY LEVEL FIRE SERVICE DEPARTMENT. BEFORE THE FEDERAL GOVERNMENT CAN CLOSE DOWN THE ONLY NATIONAL FOCAL POINT FOR ONE OF AMERICA'S MOST COSTLY SCOURGES, I THINK IT IS ONLY APPROPRIATE THAT THIS COMMITTEE MAKE A THOROUGH EXAMINATION TO SEE IF THE ACTION IS IN THE NATIONAL INTEREST.

THE STATISTICS AVAILABLE TO DESCRIBE THE NATION'S FIRE PROBLEM ARE ALARMING. EVERY TEN SECONDS ANOTHER FIRE DEPARTMENT RESPONDS TO A FIRE SOMEWHERE IN AMERICA; A TOTAL OF ALMOST 3 MILLION FIRES PER YEAR. EVERY 45 SECONDS ANOTHER RESIDENTIAL FIRE IS REPORTED, A TOTAL OF OVER 700,000 HOME FIRES PER YEAR. THE 12% OF NON-RESIDENTIAL FIRES ACCOUNT FOR THE 43%

OF THE DIRECT COSTS ASSOCIATED WITH FIRE -- A TESTAMENT TO THE DANGERS OF ARSON. THIS COUNTRY SPENDS ABOUT $5.3 BILLION A YEAR ON DIRECT COSTS ASSOCIATED WITH FIRE. IF YOU INCLUDE THE INDIRECT COSTS, THE FIGURE INCREASES TO A STAGGERING $21 BILLION.

SIGNIFICANT DEFICIENCIES IN THE FIRE PROTECTION ACT FOR THE UNITED STATES WERE IDENTIFIED BY THE NATIONAL COMMISSION ON FIRE PREVENTION AND CONTROL IN THEIR 1973 REPORT TO THE PRESIDENT ENTITLED "AMERICA BURNING", WHICH LED TO THE ADOPTION OF PUBLIC LAW 93-498, THE FIRE PREVENTION AND CONTROL ACT OF 1974, TO RESOLVE THESE DEFICIENCIES.

AT THAT TIME, ANY HOUR OF THE DAY PROMISED THE LIKELIHOOD THAT MORE THAN 300 DESTRUCTIVE FIRES WOULD BE RAGING SOMEWHERE IN THE NATION, AT A COST OF OVER $300,000 IN PROPERTY DAMAGE. AT LEAST ONE PERSON WOULD BE DEAD AND AROUND 34 WOULD BE INJURED, SOME CRIPPLED OR DISFIGURED FOR LIFE. IF ANY OF MY COLLEAGUES HAVE EVER KNOWN A BURN VICTIM, I NEED NOT ELABORATE ON THE SUFFERING INVOLVED.

I REALIZE THAT THE FIRE ADMINISTRATION HAS HAD SOME PROBLEMS. NOT ALL OF THE MONEY WAS WELL SPENT. SOME OF THE GRANTS, AND THIS IS AS MUCH THE RESPONSIBILITY OF THE FIRE SERVICE ORGANIZATIONS RECEIVING THEM, SHOWED POOR RESULTS. MY COLLEAGUES ON THE COMMITTEE REALIZE THIS AND WE WOULD CERTAINLY SUPPORT ALL EFFORTS TO IMPROVE THE USFA'S PERFORMANCE.

HOWEVER, WE ARE NOT SO DISMAYED BY A FEW FAILURES TO OVERLOOK THE OUTSTANDING ACCOMPLISHMENTS OF THE FIRE ADMINISTRATION. CERTAINLY WE HAVE NO JUSTIFICATION TO COMPLETELY ELIMINATE THIS AGENCY. WE HAVE SEEN NO EVIDENCE TO JUSTIFY SUCH A DRASTIC MOVE.

USFA'S MOST NOTEWORTHY PROGRAM AREAS INCLUDE: ARSON, RESIDENTIAL FIRE SPRINKLERS, THE PUBLIC FIRE EDUCATION NETWORK, THE PROMOTION OF SMOKE DETECTORS, IMPROVING FIRE DEPARTMENT MANAGEMENT TOOLS, FIREFIGHTER HEALTH AND SAFETY, AND DATA COLLECTION.

THIS SUBCOMMITTEE, AND SUBSEQUENTLY THE FULL SCIENCE AND TECHNOLOGY COMMITTEE, SHOWED THEIR UNANIMOUS SUPPORT FOR THE FIRE ADMINISTRATION IN SUPPORTING MY RESOLUTION EXPRESSING CONTINUED CONGRESSIONAL BACKING FOR THE AGENCY. THE ENTIRE HOUSE WILL SOON HAVE THE OPPORTUNITY TO SHARE THEIR SUPPORT AS WELL. SENATOR GLENN HAS INTRODUCED A COMPANION RESOLUTION IN THE SENATE. WHEN THESE VOTES ARE COMPLETED, THERE WILL BE LITTLE DOUBT ON WHERE THE CONGRESS STANDS: WE WANT THE FIRE ADMINISTRATION.

THE ISSUE HAS BECOME SOMEWHAT POLARIZED, WITH FEMA AT ONE END OF THE SPECTRUM AND THE JOINT COUNCIL AT THE OTHER. THIS KIND OF DIVISIVENESS IS NOT GOOD FOR THE FIRE SERVICE, THE FEDERAL GOVERNMENT, OR THE COUNTRY. THE TWO SIDES ARE

LIKE NEIGHBORS THAT NEVER SPEAK TO EACH OTHER -- AND I AM REMINDED OF SOMETHING MARK TWAIN ONCE WROTE. TWAIN WRITES OF ONE NEIGHBOR FINALLY CALLING THE OTHER: "WE OUGHT TO HAVE CALLED ON YOU BEFORE, AND I BEG YOUR PARDON FOR INTRUDING NOW IN THE INFORMAL WAY, BUT YOUR HOUSE IS ON FIRE."

WELL, IF I COULD INTRUDE IN THIS ISSUE FOR A MOMENT, I WOULD LIKE TO MAKE A SUGGESTION. IT HAS BEEN A DECADE SINCE THE COUNTRY TOOK A COLLECTIVE LOOK AT THE NATIONAL FIRE PROBLEM. WE HAVE BENEFITED A GREAT DEAL BY THE "AMERICA BURNING" REPORT AND ALL THE EFFORT GOING INTO IT.

I WOULD LIKE TO SUGGEST ANOTHER NATIONAL COLLOQUIUM ON FIRE, INCLUDING ARSON. A DECADE IS LONG ENOUGH; WE NEED ANOTHER LOOK. THE TIME FOR CONSENSUS BUILDING AND RETROSPECTIVE EVALUATION IS HERE. WE NEED TO EXAMINE WHAT HAS BEEN DONE IN LIGHT OF WHAT WE NEED TO DO.

I WON'T GO INTO MORE DETAIL HERE MR. CHAIRMAN, BUT I WOULD LIKE TO INVITE THE GROUPS REPRESENTED HERE TODAY TO MAKE SOME RECOMMENDATIONS TO ME ON HOW THIS KIND OF MEETING COULD BE PUT TOGETHER. I LOOK TO ALL REPRESENTATIVES OF THE FIRE SERVICE, IN ALL SECTORS, TO PARTICIPATE IN THIS NATIONAL EFFORT. THE TIME FOR CONSENSUS IS NOW; TOO MANY PEOPLE ARE DIEING, TOO MANY ARE INJURED, TOO MUCH PROPERTY IS DAMAGED TO WAIT ANY LONGER.

NEVERTHELESS, MR. CHAIRMAN, THIS IS SIMPLY THE WRONG TIME TO ELIMINATE THE ONLY FEDERAL FOCUS AND COORDINATION FOR FIRE PREVENTION AND CONTROL, AND FOR ARSON MITIGATION. THE CONGRESS NEEDS TO TAKE A CLOSER LOOK AT THE ISSUE FIRST. TODAY'S HEARING REPRESENTS A FIRST GLANCE; I LOOK FORWARD TO A NATIONAL COLLOQUIUM FOR A THOROUGH EXAMINATION.

96-134 O—82——3

Mr. WALGREN. Thank you very much, Mrs. Heckler.

The Chair would particularly like to welcome Congresswoman Cardiss Collins from Illinois. Mrs. Collins has been especially involved in drawing attention to the problem of fire. She is the author of House Resolution 288, which was enacted and passed by the Science and Technology Committee out of this subcommittee, and is on its way to the floor.

We welcome you very specifically, Mrs. Collins, and are glad you could come and join us for this hearing.

[Biographical sketch of Congresswoman Collins follows:]

BIOGRAPHICAL SKETCH

OF

CONGRESSWOMAN CARDISS COLLINS

On June 5, 1973, Congresswoman Cardiss Collins, was elected to fill the position of U.S. Representatives in Congress for the Seventh Congressional District of Illinois left vacant by the death of her husband, George.

Since that time, Cardiss has run on her record of providing services to her constituency and has never captured less than 85% of the vote.

She is the first woman and first black to chair the HOUSE GOVERNMENT OPERATIONS Subcommittee on Manpower and Housing which has major oversight responsibility for the Department of Labor, the Department of Housing and Urban Development, ACTION, Community Services Administration, and the Railroad Retirement Board. Congresswoman Collins currently sits on the very powerful ENERGY AND COMMERCE COMMITTEE and is a Member of three of its subcommittees:

(1) Subcommittee on Energy Conservation and Power which has jurisdiction over energy conservation and renewable energy resource commercialization and utilization matters; utility issues and regulation of nuclear facilities; and all laws, programs, and government activities affecting such matters and nuclear energy.

(2) Subcommittee on Fossil and Synthetic Fuels with jurisdiction over fossil energy and synthetic fuels regulation, commercialization and utilization within the jurisdiction of the full Committee; jurisdiction over all petroleum and natural gas issues; and all laws, programs, and government activities affecting such matters.

(3) Subcommittee on Telecommunications, Consumer Protection and Finance which has jurisdiction over interstate and foreign telecommunications including, but not limited to, all telecommunication and information transmission by broadcast, radio, wire, microwave, satellite, or other mode; consumer protection in general; motor vehicle safety; securities and finance (the SEC).

As a former Member of the HOUSE FOREIGN AFFAIRS Subcommittee on Africa and its subcommittee on Inter-American Affairs, she earned the reputation of being a Member who "does her homework."

Recognizing the depth of her dedication and an undisputed ability to perform her duties with excellence, on January 24, 1979, her colleagues in the Congressional Black Caucus elected her Chairwoman for the 96th Congress. She had previously served the Congressional Black Caucus as Secretary during the 94th Congress, and Treasurer during the 95th. Under her direction as Chairwoman of the Dinner Committee, the Seventh Annual Congressional Black Caucus Dinner was overwhelmingly the most successful to that date. Cardiss is also a past Chairwoman of the Members of Congress for Peace Through Law Subcommittee on African Affairs and has been in the forefront of the worldwide crusade for human rights as well as the struggle against poverty. She is also the immediate past Chairwoman of the Select Committee on Narcotics Abuse and Control's Task Force on Women.

Knowing of her ability to "get the job done", Speaker of the House, Thomas P. "Tip" O'Neill, on January 23, 1975, appointed her to become a Whip-at-Large; and thus, the first black and first woman ever to hold that office within the leadership structure of the U.S. House of Representatives.

The Congresswoman was born in St. Louis, Missouri, and moved to Detroit, Michigan, at the age of ten. After graduating from the Detroit High School of Commerce, Mrs. Collins moved to Chicago where she attended Northwestern University.

She is Committeewoman of Chicago's 24th Ward Regular Democratic Organization, and was deeply involved in the campaign successfully waged by her late husband for the positions of the Committeeman and Alderman of that ward, and was vitally instrumental in his equally successful campaigns for Congress.

She is a member of the First Baptist Church of Chicago, Links, Inc., NAACP, Chicago Urban League, National Council of Negro Women, National Women's Political Caucus, Alpha Kappa Alpha, and a National Board Member of Americans for Democratic Action (ADA).

Cardiss Collins is listed in Who's Who, Who's Who Among Black Americans, Who's Who in America, Who's Who in the Midwest, Who's Who in Black America, Who's Who Among Women and Who's Who in Government. She has been conferred honorary degrees from Winston Salem State University and Spelman College and is the recipient of numerous other awards for her many outstanding accomplishments.

September 16, 1981

STATEMENT OF HON. CARDISS COLLINS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mrs. COLLINS. Thank you very much, Mr. Chairman. I am delighted to have been invited to appear at this hearing. I would first like to thank you, Mrs. Heckler and others on this subcommittee who helped to pass House Concurrent Resolution 288. It is much needed legislation, as you well know, and I take great pride and gratitude in appearing before you today to promote the cause of the U.S. Fire Administration.

As you well know, lives and property lost to fires continues to be a critical problem facing this country. The density of our cities makes the threat of fire a nightmare for residents, fire departments, property owners and insurance companies. Many rural homeowners can expect considerable losses to fire simply because of their remoteness from adequate systems.

With the war against the threat of fire being constant, we must insure that some system remains as part of our national commitment. That reason alone should persuade most of us to maintain the U.S. Fire Administration. As the author of House Resolution 288, which expresses support for the continuation of USFA beyond the September 30, 1982 date, when the President would have it be terminated, a recent tragedy in my district in Chicago at the Conrad Hilton makes my support even more appropriate.

Four people were killed and 23 injured in the Chicago Conrad Hilton fire. Disasters like that do not need to be happening. When I read the newspaper account, the Chicago Fire Department chief was quoted as saying that the Hilton was up to code. While we do have a very strong and stringent fire code in the State of Illinois, particularly in the city of Chicago; the one that we passed in the early mid-1970's was not retroactive, and because of that we had the loss of 4 people and some 23 who were seriously injured.

Were simple fire prevention procedures recommended by USFA followed, I believe that none of those four lives would have been lost and even fewer injuries would have occurred. Unfortunately; the Conrad Hilton did not have a smoke alarm system, beyond the convention or public floors or sprinklers beyond the public floors. I believe in this case that smoke alarms, and in all cases, that smoke alarms and sprinklers that are required in many localities are by no means standard throughout the country, as they are not standard in the city of Chicago.

Data provided by fires and their damage allows us to access the weaknesses and strengths of our systems. Without the USFA, there is no central data base and little interest on the part, it seems, of this administration to fill the vacuum. In Illinois alone USFA data has permitted the State to track its performance of fire protection so well as to evidence the prevention of 1,200 injuries, 70 lives, and savings of approximately $140 million in a short 3-year period.

USFA has assisted in providing technical information in combatting arson. Its liaison with law enforcement officials and Federal agencies is constantly resulting in new improvements that save lives and money. I have personally seen its effects in Chicago and I know it works. For those Americans who are financially beyond the reach of fire disaster, perhaps USFA is a budget luxury. But

for those millions of us who can be financially destroyed by the careless bed smoker, as in the case of the Hilton fire, the USFA affords protective guidance far exceeding the size of its budget.

Mr. Chairman, in conclusion, I would like to say that yes, we must continue to maintain the U.S. Fire Administration and work also to increase its budget so that it can expand its goals, so that we will be in a position to do something about the unacceptable high rate of death, injury, and property loss in the United States of America.

[The prepared statement of Congresswoman Collins follows:]

PREPARED STATEMENT OF HON. CARDISS COLLINS, D. ILL.

As sponsor of the House Resolution 288, which expresses support for the continuation of the USFA beyond the September 30, 1982, date on which the President would terminate it, the recent tragedy makes my support even more appropriate.

Tragic fire at Chicago's Conrad Hilton in my district two days ago killed four people and injured 23. Were simple procedures and systems recommended by the USFA followed, I believe no lives and fewer injuries would have occurred. Unfortunately, smoke alarms and sprinkler systems that are required in many localities are by no means standard throughout the country.

Data provided on fires and their damage allows us to assess the weaknesses and strengths of our systems. Without the USFA, there is no central data base and little interest on the part of this Administration to fill the vacuum.

Mr. Chairman, it is with pride and gratitude that I appear before you this afternoon to promote the cause of the U.S. Fire Administration.

Lives and property lost to fire continues to be a critical problem facing this country. The density of our cities makes the threat of fire a nightmare for residents, fire departments, property owners, and insurance companies. Many rural homeowners can expect considerable losses to fire simply because of their remoteness from adequate systems. With the war against the threat of fire being constant, we must insure that some system remains as part of our national commitment. That reason alone should persuade most of us to maintain the U.S. Fire Administration.

In Illinois alone, USFA data has permitted the state to track its performance in fire protection so well, as to evidence the prevention of 1,200 injuries and savings of approximately $140,000,000 in a short 3-year period. USFA has assisted in providing technical information and combating arson. Its liaison with law enforcement officials and federal agencies is constantly resulting in new improvements that save lives and money.

I have personally seen its effects in Chicago and I know it works! For those Americans who are financially beyond the reach of a fire disaster, perhaps USFA is a budget luxury, but for those millions of us who can be financially destroyed by the careless bed smoker next door, the USFA affords protective guidance for exceeding its size in the budget.

Thank you.

Mr. WALGREN. Thank you very much, Congresswoman Collins.

Mr. SKEEN. I have no questions.

Mr. WALGREN. Mr. Brown.

Mr. BROWN. No questions.

Mr. WALGREN. Mrs. Heckler.

Mrs. HECKLER. I would just like to congratulate the Congresswoman on her wonderful initiative. Unfortunately, I, too, have had the most recent experience of witnessing a tragic fire, one that did not involve the loss of life, but it was only through the superhuman efforts of many fire departments, and especially the leadership of the fire chief, Louis Shay, that this was achieved, amidst enormous turmoil and great odds.

I think that the gentlewoman has introduced the original resolution commending the Fire Administration, which we all supported. However, as the administration was under attack and became the

subject of very negative comments, we in the committee introduced a substitute drawing upon your original language and strenthening it to conform to the current situation.

In view of the recent situation and the experiences that you and I have witnessed first hand, I think if all of our colleagues had seen the fires that have occurred in our own districts and the enormous strain and threat of potential loss for others in surrounding areas, there would not be a moment's hesitation to support the Fire Administration. The picture has been well painted and it is a sad one, indeed. This is not the time to remove the agency that offers hope for resolving the question of fire. I commend the Congresswoman for having the foresight well before the disaster occurred in Chicago to introduce her resolution.

Mrs. COLLINS. Thank you very much, Mrs. Heckler. Let me say I want to pay a special tribute to you and Mr. Walgren for the amendment that you introduced, which further strengthened the resolution I drafted. Without that, I think we would not be as far as we are today in expressing our views on the need for this very fine and effective administration.

Mr. WALGREN. I would just like to say that I hope it is out of these kinds of long-standing interests and a recognition of the problem that we will be able to assure the country that we are going to maintain these programs and, in fact, strengthen them.

Both of you, from Boston and Chicago, come from cities with a real history of nationally known tragedies, but you don't have to come from those areas to be affected by that. I am thinking that I had a constituent who was in the fire in the hotel in Las Vegas, where we are all traveling to each of our cities now, and each of us is as vulnerable as anybody else.

Mrs. COLLINS. That's true.

Mr. WALGREN. I admire the foresight of each of you to have been active in this area, certainly before it came to my attention. So I hope we can be supportive of you.

Thank you very much, Mrs. Collins. We sure appreciate your coming.

Mrs. COLLINS. Thank you, Mr. Chairman.

Mr. WALGREN. The next witness will be Fred Villella, the associate director of the Federal Emergency Management Agency. Mr. Villella, we are pleased you are here and we look forward to your testimony.

Any written statement will be made a part of the record as a matter of course, and please feel free to communicate with the committee as you feel most effective.

[Biographical sketch of Mr. Villella follows:]

Federal Emergency Management Agency

National Emergency Training Center
Emmitsburg, Maryland 21727

BIOGRAPHICAL SKETCH

FRED J. VILLELLA

Fred J. Villella is Associate Director, Training and Education, Federal Emergency Management Agency (FEMA). Mr. Villella also serves as Director of FEMA's National Emergency Training Center, which includes the two training elements, Emergency Management Institute and National Fire Academy. He was appointed to that position by the President and confirmed in the Senate, June 10, 1981.

FEMA is the federal coordinator for comprehensive management in man-made and natural disasters and emergencies. The Training Center was established to advance the development of professionals who plan for and respond to these incidents by delivering training programs which supplement those available at the State and local level.

Until his nomination to the FEMA post, Mr. Villella was with the California Specialized Training Institute, San Luis Obispo, where he had been chief of both the academic and administrative divisions. He also served as Chief of Staff for the State's Emergency Management Institute.

Mr. Villella participated in a variety of community relations, systems engineering, emergency management, public affairs and planning activities during 25 years of increasing responsibilities in staff, management, academic, administrative, fiscal and command positions. He has commanded law enforcement control of large demonstrations, established nationally recognized community-oriented police service programs, served as Chief of Police and managed training programs.

A veteran of 20 years in the military, he retired as a Lieutenant Colonel serving two tours in Vietnam and commanding several units from company to major command. His career also included four years with the State of California and work in Colorado as a community college professor, in Indiana as a grant administrator and coordinator of adult education, and in Pennsylvania as a junior high school teacher.

During his military service, he had tours of duty in Europe, Panama, Latin America, and Vietnam as well as the United States. He holds two Bronze Stars, two Legions of Merit, the Meritorious Service Medal, five Commendation Medals, the Vietnamese Cross of Gallantry, and six Campaign Stars.

STATEMENT OF FRED J. VILLELLA, ASSOCIATE DIRECTOR, FEDERAL EMERGENCY MANAGEMENT AGENCY

Mr. VILLELLA. Thank you, Mr. Chairman.

Mr. Giuffrida, the Director of the Federal Emergency Management Agency, is out of the country on an important assignment and, based upon our long professional relationship and his deep commitment to the Federal focus on the national fire problem, he has asked me to appear in his behalf. Additionally, I also wear the hat as the Associate Director of FEMA for Training and Education.

I am pleased to appear before you today to discuss FEMA's plans for carrying out their responsibility in the fire prevention and control area. FEMA is committed to the important purposes of the Federal Fire Prevention and Control Act and will continue to serve as the Federal focal point. The National Fire Academy will continue to exercise this key responsibility, and the training and education programs of this institution will be continued in 1983 if approved by Congress.

Since the establishment of the Academy, many aspects of the Fire Administration programs that relate to performance at the local level have been translated into courses that enhance the professional development of the fire service and assist in raising the skills and capacities of communities to deal with their fire problems.

In 1982 approximately 5,000 personnel will be trained at the residential site, at the National Fire Academy, and over 10,000 will be trained through the field programs at the community and State levels. This represents a significant increase over previous years and is responsive to the demands generated by the fire service community and allied services.

A significant increase in training programs is also proposed for 1983 in the administration's budget request to Congress. These efforts demonstrate the administration's commitment to deliver effective transfer of knowledge and skills in those areas that have proven to be effective for the fire service. Previous funding support was provided under previous authorizations from other Federal agencies such as the Department of Transportation and the Department of Justice. Those funds are no longer available.

The National Fire Academy, located at Emmitsburg, Md., has facilities to accommodate 425 students and also supports a field delivery system in all 50 States, through the State fire training directors.

The National Fire Academy has become a major program element in this administration's commitment to work with State and local governments to address the national fire problem. The Academy will continue to emphasize key programs initially established by the Fire Administration and expand in those areas that are cost effective and meet the needs expressed by the fire service.

These programs include: Public fire education, fire protection, and emergency management programs, firefighter health and safety, hazardous materials, and community-based arson task force and specialized arson skills training. These initiatives will be accomplished in concert with State and local fire entities.

The National Fire Academy staff has developed a network of Academy graduates who share their knowledge and solutions to arson problems. Each day the National Fire Academy staff receives inquiries on technical problems and has the ability to either suggest a solution immediately or identify a resource person in the caller's area who can volunteer a solution to the problem.

The significant work accomplished by the Federal arson task force, under the coordination of the Federal Emergency Management Agency, will be continued.

The National Fire Academy plans to commit approximately $980,000 for arson training in fiscal year 1983. Since the establishment of the facility at Emmitsburg, the National Fire Academy has trained approximately 9,000 students in the area of arson investigation and detection.

Additionally, an extensive outreach program designed to supplement and strengthen fire service training at the local level was initiated this May. This program, referred to as "Train the Trainer" is a series of educational workshops designed for fire service instructors. "Train the Trainer" is a shared cost program with maximum leverage of Federal program funds to strengthen fire training delivery systems at the State and local level. It is estimated that approximately 45,000 students will be reached through the arson detection program that is being handed off through the Fire Academy beginning in this fiscal year.

The fire service throughout this Nation is aware of the nature of the daily challenges and have made significant strides toward combating America's common enemy—fire. The many firefighters who were responsible for this national effort can be justly proud, and we seek to take full advantage of their achievements.

For example, we now recognize that solutions to the arson problem can be addressed by the introduction of low-cost computer support. The Academy will provide the necessary educational support to assure maximum utilization of computer technology at the local level to address this fire problem.

We plan to have a computer course functioning before the close of this fiscal year for senior fire service managers. This ambitious effort, among others, is being supported by agencywide application of tight resources.

Maintaining the program efforts and increasing the quality of training within the National Fire Academy are being accomplished in spite of the 12-percent funding reduction in the overall Federal budget for fiscal year 1982. This accomplishment is directly attributable to the recently established FEMA management efforts under the National Emergency Training Center concept. The concept has provided better resource utilization and integration within the overall FEMA areas of responsibility and emphasis as directed by the President and the Congress.

In June of 1981, the Director of FEMA announced a new national effort to double the programs delivered in the field that reach the greatest percentage of volunteer firefighters. We have met the goal for the first 6 months of this fiscal year, and we are continuing to expand our educational services to the volunteers across this Nation.

In order to enhance the representation and participation of the volunteer fire service community in the direction of the educational mandate of this agency, the chairman of the National Volunteer Fire Council was appointed to participate with the National Fire Academy's Board of Visitors.

Basic research on fire protection has been included in the Department of Commerce's budget and will be continued at the National Bureau of Standards Center for Fire Research. In addition, research funded through the Civil Defense Act for fire-related matters will continue in the Federal Emergency Management Agency.

Mr. Chairman, we are aware of the concerns that have been expressed about our decision not to request funding for fiscal year 1983 for the Washington-based programs of the U.S. Fire Administration. This decision is in consonance with the administration's goals. It supports the national mandate to reduce the size and costs of multiple Federal agencies' involvement in State and local programs. Also supporting this decision is the fact that the early programs of the U.S. Fire Administration have been successful in focusing the need for increased capability at the State and local levels to address their fire protection problems.

FEMA, through its National Fire Academy, is working closely with State and local officials in a shared-cost educational and training effort to increase the capability at the local level to address the contemporary fire challenge.

The accomplishments of the Fire Administration have set the stage for the transition of many Federal programs to the State and local government and the private sector. This fiscal year has been a period of transition at the Federal level. FEMA has strengthened its programmatic linkage with the State and local level and gradually shifted the Federal fire focus to the National Fire Academy.

It is of significance to point out that the fire services' role in FEMA is being included as an important element in the program planning of the various organizational units of the agency. The fire service is a key member of the emergency management community.

In fulfilling the responsibilities given to FEMA by the Congress, our goal continues to be to integrate and coordinate the entire emergency preparedness spectrum, including the fire service community. The fire service is becoming increasingly involved in emergency management training, national preparedness, and State and local program emphasis as a critical member of the communities' emergency management team. A vital element in this effort is the continued recognition that the fire service is this Nation's most critical emergency force who daily faces danger in dealing with the loss of life and property. The National Fire Academy's training programs serve to provide technical and management training to contribute toward the professional development of the fire service to meet these grave responsibilities.

An equally key consideration is the leadership role of the fire service in the entire spectrum of emergency management to include man-made and natural disasters, both peacetime and war related. The fire manager is a critical member of the community's emergency response capability. FEMA's operational and training programs provide an essential opportunity to enhance the develop-

ment and coordination of this community team concept, to build a coordinated, cohesive, multiagency emergency management approach. The fire service is an equal partner in FEMA's efforts to raise the state of emergency preparedness throughout the Nation.

Thank you, Mr. Chairman. I would be delighted to answer any questions from the committee.

[The prepared statement of Mr. Villella follows:]

STATEMENT OF FRED J. VILLELLA, ASSOCIATE DIRECTOR

FEDERAL EMERGENCY MANAGEMENT AGENCY

BEFORE THE

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

U.S. HOUSE OF REPRESENTATIVES

MAY 25, 1982

Mr. Chairman and Members of the Committee, I am pleased to appear before you today to discuss our plans for carrying out the Federal Emergency Management Agency's (FEMA) fire prevention and control responsibilities. FEMA is committed to the important purposes of the Federal Fire Prevention and Control Act and will continue to serve as the Federal focal point. The National Fire Academy (NFA) will continue to exercise this key responsibility, and the training and education programs of this institution will be continued in FY 1983.

Since the establishment of the Academy, many aspects of the Fire Administration programs that relate to performance at the local level have been translated into courses that enhance the professional development of the fire service and assist in raising the skills and capacities of communities to deal with their fire problems. In 1982 approximately 5,000 personnel will be trained at the residential site, and over 10,000 will be trained through the Field Programs at the community and state levels. This represents a significant increase over previous years and is responsive to the demands generated by the fire service community, and allied services. A significant increase in training programs is also proposed for 1983 in the Administration's budget request to Congress. These efforts demonstrate the Administration's commitment to deliver effective transfer of knowledge and skills in those areas that have proven to be effective for the fire service. Previous funding support was provided from other Federal agencies such as the Department of Transportation and Department of Justice (LEAA).

The National Fire Academy is located at Emmitsburg, Maryland, with facilities to accommodate 425 students and also supports a field

delivery system in all 50 states, through the State Fire Training Directors.

The National Fire Academy has become a major program element in this Administration's commitment to work with state and local governments to address the national fire problem. The Academy will continue to emphasize key programs initially established by the Fire Administration and expand in those areas that are cost effective and meet the needs expressed by the fire service. These programs include: Public Fire Education, Fire Protection and Emergency Management Programs, Firefighter Health and Safety, Hazardous Materials, and community-based Arson Task Force and specialized arson skills training. These initiatives will be accomplished in concert with state and local fire entities.

The National Fire Academy staff has developed a network of Academy graduates who share their knowledge and solutions to arson problems. Each day the National Fire Academy staff receives inquiries on technical problems and has the ability to either suggest a solution immediately or identify a resource person in the caller's area who can volunteer a solution to the problem.

The significant work accomplished by the Federal Arson Task Force, under the coordination of the Federal Emergency Management Agency, will be continued.

The National Fire Academy plans to commit approximately $980,000 for Arson training in FY 1983. Since the establishment of the facility at Emmitsburg, the National Fire Academy has trained approximately 9,000 students in the area of Arson Investigation and Detection.

Additionally, an extensive outreach program designed to supplement and strengthen fire service training at the local level was initiated in May 1982. This program, referred to as "Train-the-Trainer" is a series of educational workshops designed for fire service instructors. "Train-the-Trainer" is a shared cost program with maximum leverage of Federal program funds to strengthen fire training delivery systems at the state and local level. It is estimated that approximately 45,000 students will be reached through the Arson Detection program that is being handed-off beginning in FY 1982.

The fire service throughout this nation is aware of the nature of the daily challenges and have made significant strides towards combatting America's common enemy -- fire. The many firefighters who were responsible for this national effort can be justly proud, and we seek to take full advantage of their achievements. For example, we now recognize that solutions to the arson problem can be addressed by the introduction of low cost computer support. The Academy will provide the necessary educational support to assure maximum utilization of computer technology at the local level to address this fire problem.

We plan to have a computer course functioning before the close of this fiscal year for senior fire service managers. This ambitious effort, among others, is being supported by agency-wide application of tight resources.

Maintaining the program efforts and increasing the quality of training within the National Fire Academy are being accomplished in spite of the 12% funding reduction in the overall Federal budget for FY 1982. This accomplishment is directly

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attributable to the recently established FEMA management efforts under the National Emergency Training Center concept. The concept has provided better resource utilization and integration within the overall FEMA areas of responsibility and emphasis as directed by the President and Congress.

In June of 1981, the Director of FEMA announced a new national effort to double the programs delivered in the field that reach the greatest percentage of volunteer firefighters. We have met the goal for the first six months of this fiscal year, and are continuing to expand our educational services to the volunteers across this nation.

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An equally key consideration is the leadership role of the fire service in the entire spectrum of emergency management to include man-made and natural disasters, both peace time and war related. The fire manager is a critical member of the community's emergency response capability. FEMA's operational and training programs provide an essential opportunity to enhance the development and coordination of this community team concept, to build a cohesive multi-agency emergency management approach. The fire service is an equal partner in FEMA's efforts to raise the state of emergency preparedness throughout the nation.

Thank you, Mr. Chairman. My staff and I will be pleased to answer any questions you or Members of the Committee may have.

Mr. WALGREN. Thank you, Mr. Villella.

We want, I know, as a committee, and as individual members, to work with you in being sure that the programs that have been of great benefit are, in fact, maintained, and through your testimony I understand the administration to be relying on the existence of the Fire Academy to maintain certain efforts that have been conducted in the past through the Fire Administration; is that correct?

Mr. VILLELLA. That is correct, Mr. Chairman.

Mr. WALGREN. Could you indicate the budget for the Academy, say, for the last 2 years, and the proposed budget for next year?

Mr. VILLELLA. Yes, sir. The budget for the Academy for the past 3 years has been approximately $7.5–$8 million. The fiscal year 1982 operating budget is $7.5 million, and the budget request for fiscal year 1983 is $8 million.

Mr. WALGREN. So it's an increase of $500,000?

Mr. VILLELLA. There is an increase of $500,000, but there are other intangible increases as a consequence of the new management system within FEMA. My reference to agencywide application of resources would apply in a number of areas—for example, transportation, administrative support. We are now able to run computers for our administrative support because of the assistance given to us by the other program arms of the agency, which was previously not possible.

Mr. WALGREN. There certainly seems to be a number of programs under the Fire Administration that would not at least fit in directly with what I understand the National Fire Academy to be involved in. I think in particular of the Dixieland program focused on that one region of the country.

What programs can you identify that the Fire Administration is now carrying on that would not be carried forward by the Academy?

Mr. VILLELLA. Yes, sir. If I may, I would like to mention Operation Dixieland for just a moment for the purpose of passing along some information. One of the aspects of Operation Dixieland was the identification within the southern part of the United States of an intense fire problem. As part of this operation, there was a considerable degree of arson training that was conducted in the State of Arkansas in order to increase the level of fire prevention and control training that we had the capability to deliver. That work was done within the resources of the Fire Academy. So Operation Dixieland was not simply an operation conducted by the Fire Administration; it included National Fire Academy training as well. That kind of training is still available for delivery.

Before I respond to your second question, about programs that will not be carried forward—and I feel I must explain something else. There is a Washington-based, as I choose to call it for information purposes, Fire Administration program, funded this year at a level of about $8.8 million. Of that $8.8 million, approximately $3.5 million goes to the Center for Fire Research at the National Bureau of Standards. In fiscal year 1983 those dollars have been requested in the Department of Commerce's budget. Therefore in fiscal year 1982 the dollar figure for the U.S. Fire Administration is reduced down to approximately $5 million. Now, I'll get to your question.

We will not fund the National Fire Incident Reporting System as it is presently funded in the U.S. Fire Administration's 1982 budget.

Mr. WALGREN. Are there other programs that you can identify that will not be brought forward?

Mr. VILLELLA. The other key programs that will not be brought forward—and I would like to go back and explain "brought forward", if I may—include the work that we feel can be done by the private sector, specifically the sprinkler program we feel should be funded in large measure by the private sector.

Mr. WALGREN. Are there others that can be identified?

Mr. VILLELLA. There are some components of the other programs which apply to the area called "technical assistance". For example, there are contract and grant programs that total aproximately $1 million which would not be funded in 1983.

Mr. WALGREN. And what kind of things are involved there?

Mr. VILLELLA. I would be delighted to provide a list of those, if you like.

Mr. WALGREN. We will receive for the record a list of those at that point then.

[The information follows:]

CONTRACT AND GRANT PROGRAMS NOT TO BE FUNDED

The following is a listing of the types of contracts or grant projects, other than the National Fire Incident Reporting System, that would not be funded in fiscal year 1983:

Public Education Technical Assistnce; Community Support for Sprinkler Programs; Fire Service Resource Exchange; Fire Service Management Workshops; Fire Department Emergency Response Planning; Management Information System Seminar; Kerosene Heater Public Education; Alternatives to Sprinklers; Project FIRES; Retrospective Code Study; Code Inspection Guidelines; Code Enforcement Guidelines; Fire Loss Reduction Plan; "Learn Not to Burn" Campaign; and Sprinkler Demonstration Projects.

Mr. WALGREN. Does that cover most of the categories that you can——

Mr. VILLELLA. That does cover most of the categories, Mr. Chairman. We will continue, as a special item, the Sesame Street project that was initiated by the Fire Administration, which is a budget item of approximately $50,000.

Now, I would like to go back to the comment about picking up the Fire Administration programs.

As you are well aware, many of the programs that were initiated by the Fire Administration were transferred to the Fire Academy in an effort to operationalize at the local level those skills, talents and attributes that can best be applied in countering the fire problem at the local level.

One of those examples would be arson. We are expanding the arson effort coincident with the nonfunding of the Fire Administration. Our program planning called for, as I mentioned, approximately $980,000 which would be applied both at the residence training site and out in the field.

With the introduction of the "Train the Trainer" program, which we instituted this May, we think there are a considerable larger number of local units that can be reached through the train the

trainer program, at a very cost-effective rate. It is a cost-shared program which has a high leverage capability.

I could elaborate on those other programs at your pleasure.

Mr. WALGREN. Well, we certainly want to encourage you in the direction of increasing the outreach of the Academy. That is one of the criticisms we have heard, that there is more to be done in terms of actually translating those programs to communities on the local level.

You mentioned, Mr. Villella, the pick up of fire-related functions through the Civil Defense Act. What plans do we have for fire in Civil Defense Act funding?

Mr. VILLELLA. One of the relatively unknown functions of the Federal Emergency Management Agency's support through the Civil Defense program is in an area we call emergency management assistance. Essentially, what emergency management assistance does is fund approximately $50 million for a contribution toward the salaries of those individuals involved in the civil defense preparation activities at the State and local level, the majority of that obviously being at the local level.

Many of those individuals whose salaries are partially funded through this emergency management assistance program are, in fact, in the fire services. There is a growing tendency throughout the Nation for civil defense directors becoming actually the fire chiefs in the local communities. Within the metropolitan area of Washington, D.C., for example, at least four or five of the disaster directors or civil defense directors of the communities are, in fact, the fire chiefs.

In another related area, the civil defense program funds a contribution on a cost-shared basis with States and localities for the establishment of emergency operation centers. I would give you an example. In Sussex County, Del., there is an emergency operations center the funding of which is shared between the county, the State and Federal Government. That emergency operations center does all of the dispatching for the volunteer fire departments and the ambulance departments within that entire county area. In that context, the civil defense activity does in fact support the day-to-day operations of fire services.

Mr. WALGREN. Having some understanding of the Fire Administration programs and their effect when translated out into a society that is operating in such a complex fashion as ours, do you have any doubt that the efforts that we have been making in fire, each of them, within the Fire Administration did not return an equal amount of benefit to society as a whole?

Mr. VILLELLA. That's a difficult question to answer. I would not want to contradict what Mrs. Heckler said, that perhaps there were some programs that didn't achieve the best cost effectiveness. But I think by and large the contribution that was made did receive a full measure of response throughout that whole spectrum of activities that the Fire Administration and the Fire Academy were involved with.

I think, by and large, that our greatest emphasis in the forthcoming years has got to be to increase the capacity of those people who must administer and conduct the fire prevention and the public education and protection programs at the local level. We

feel the best way to do that is by transferring skills and knowledges through training efforts.

Mr. WALGREN. Are you going to be limiting yourself substantially then to training as the concept of an academy would indicate?

Mr. VILLELLA. My first response would be, yes, we would limit ourselves to training. However, there are so many spin-off factors from training that I think will complement the training activity, and, that might be in the area of assistance programs. The Academy has been running an academy planning and assistance program where grants have been given to States to help gear up their training program. I would see that we would probably continue and perhaps in some areas expand that effort where there was the greatest need.

Mr. WALGREN. Thank you.

Mrs. Heckler.

Mrs. HECKLER. Thank you, Mr. Chairman. I have to state for the record that I really commend FEMA for the responsiveness that I have seen in situations involving very serious fires in Massachusetts.

Mr. VILLELLA. Thank you.

Mrs. HECKLER. And I want to commend the Director of your agency, Mr. Giuffrida, and your New England Regional Director, David Sparks, for a really outstanding performance, especially during the Lynn fire. I don't believe that the mastery of a disaster could have been better performed by anyone, and were it not for FEMA's expertise on the site, we would not have been able to deal with the very considerable tragedies that were about to occur or that already had occurred. Therefore, I have to say that in that area of operational functioning, I think FEMA has performed outstandingly well.

Mr. VILLELLA. You are very gracious. I would be pleased, if I may interrupt, to be able to tell Mr. Giuffrida and Mr. Sparks that you said that. Thank you.

Mrs. HECKLER. Please do. I feel very strongly about that and I think this committee should know of that record and that performance.

But, having said that——

Mr. VILLELLA. Yes, ma'am. [Laughter.]

Mrs. HECKLER. I have to say that, programmatically, we have enormous differences. I am really perplexed over the emphasis on nuclear preparation that FEMA has evidenced and spearheaded. Granted, the potential of a nuclear holocaust is a fear we all hold and one that is not impossible to imagine, but the daily danger of fire is a fear that is far more practical and, in fact, predictable. I cannot understand the sense of priorities that places the problems of fire prevention, the development of a program for the protection of the safety of firefighters, whose health statistics are shocking, their disability rate, and placing enormous stress on nuclear preparation and a lesser priority on fire prevention. It just is very difficult for me to understand.

Now, I would like to know just how much money has been allocated to the nuclear preparation plan and exactly how these priorities can be defended.

Mr. VILLELLA. Mrs. Heckler, I would be delighted to provide all of the details about the civil defense program for the record, as you wish.

[The information follows:]

March 12, 1982

FY 1983 Civil Defense Program

This paper outlines the Fiscal Year 1983 civil defense program requested by the Federal Emergency Management Agency (FEMA), which is responsible for emergency-related programs spanning the full range of mitigation, preparedness, response, and recovery--in peace or war.

Revitalized Civil Defense Program

Following the Administration's review of civil defense programs and policies, President Reagan, on October 2, 1981, announced his intention to "devote greater resources to improving our civil defenses," as part of his plan "to revitalize our strategic forces and maintain America's ability to keep the peace well into the next century."

The fundamental purposes of the National Civil Defense Program are:

(1) To save American lives in the event of a nuclear attack. It will save lives by dispersing people into rural areas where they will be least affected by the blast and thermal effects of the nuclear explosions, leaving radiation as the major hazard for the dispersed population. Our goal is to double the number of Americans that would survive from a major Soviet attack on the United States.

(2) To make nuclear war less likely by improving our ability to deter the Soviet Union from an attack on the United States. In conjunction with our strategic forces, Civil Defense can help to persuade the Soviet leadership that the ultimate outcome of an attack by them on the United States would be worse for them than for us. It also reduces the ability of the Soviets to coerce the United States during a period of international crisis.

(3) To provide an improved capability for States and localities to deal with the day-to-day emergencies that occur as a result of natural and technological hazards. These "dual-use" benefits of the civil defense program were recognized by the Congress in December 1981 amendments to the Federal Civil Defense Act.

FY 1983 Civil Defense Program

FEMA's budget for 1983 requests $252,340,000 for civil defense activities --about $1.10 per capita. As the first year of a moderate, multiyear program intended to deploy population protection capabilities, the requested FY 1983 budget is a first step toward rebuilding reasonable protection for our people. The program will be deployed in an orderly way--not as a crash effort--and in full partnership with States and localities.

The thrust of the program is to protect the U.S. population by relocating (evacuating) people from larger cities and other potential risk areas over a period of several days during an acute crisis, and providing them with fallout protection and support. Capabilities will also be improved to protect people in-place (at or near their homes, schools, or places of work) should time or circumstances preclude crisis relocation.

Studies indicate that a balanced, moderate-cost civil defense program emphasizing crisis relocation might save--in a large-scale attack preceded by strategic warning--up to twice as many Americans as the 40 percent expected to survive under present civil defense. Such a balanced program includes both plans for crisis relocation of people from potential risk areas, and operational systems and capabilities for execution of relocation plans and for protecting the population from fallout.

Based on extensive research and on experience in peacetime evacuations, crisis relocation could be highly effective if two conditions existed: (1) Completion of high quality plans, together with development of operational systems and capabilities; and (2) several days of warning time in which to move and protect the bulk of the approximately 145 million people living in our larger cities or near important military installations.

Surprise attack is considered highly unlikely. Most experts believe that an attack on the U.S. would come only in the context of a lengthy period of international crisis. Moreover, it is likely that we would have sufficient warning time because the Soviets must protect the bulk of their urban population by evacuation.

Evacuation experience in both peacetime and World War II is that most people will comply with official instructions, provided that these are understandable and make sense in terms of improving chances for survival. In fact, in a threatening situation, many people will leave potential danger areas on their own, whether or not they have been advised to do so.

The FY 1983 program will provide a basis for action, in future years, to permit full deployment of required capabilities. The FY 1983 program will accordingly accelerate activities already underway (e.g., crisis relocation planning, development of State and local Emergency Operating Centers) while, at the same time, improving the quality of plans and systems. The program will feature greater participation by State and local governments in managing the implementation and achievement of national goals and objectives. FEMA will also commence new programs in FY 1983 (e.g., survivable, high-performance warning and communications systems). The FY 1983 program also provides for analyses and pilot activities in the area of protection of key industries and related work forces.

FY 1983 Program Highlights

In the area of nuclear civil protection for the people, the FY 1983 request provides for accelerating development of crisis relocation plans. By end-FY 1983, augmented State planning staffs should have completed about 56 percent of the initial CRP's required by local jurisdictions throughout the United States. FEMA also proposes to accelerate the National Shelter Survey, which provides data needed as a basis for crisis relocation planning.

The most important factor in effective crisis relocation is public cooperation which, in turn, depends upon the public's understanding of official advice and instructions. FEMA therefore intends to work with the States to provide additional crisis relocation maps and instructions. These instructions are intended to be placed in local telephone directories in areas where crisis relocation plans have been completed. By end-FY 1983, such instructions should be published in telephone directories in jurisdictions including about 25 percent of the total U.S. risk population.

Additional FY 1983 activities will include resumption of selective shelter marking (suspended in 1973), as well as work to provide a basis for future quantity procurement of austere shelter supplies and ventilation kits. Shelter signs identify for the citizen those buildings providing protection against nuclear attack effects, while shelter stocks permit people to remain in shelters until the decline of radiation levels permits emergence from shelter.

FEMA's FY 1983 request will improve the coverage of the existing National Warning System, while preparing for deployment of a survivable radio-warning system and of a survivable system for communications between the National, Regional, State and State-Area levels.

FEMA proposes to accelerate the program started in FY 1981 to provide matching funds for development of State and local Emergency Operating Centers. EOC's are protected sites, with necessary communications, from which key local and State officials direct coordinated operations in peacetime or attack emergencies. FEMA proposes also to accelerate the program to provide fallout and electromagnetic pulse (EMP) protection for broadcast stations, as well as an emergency power generator. Such protected stations provide a critical component of readiness, the ability to provide authoritative information and instructions to the public in an emergency. Matching funds will also be provided to enhance existing State and local networks for emergency communications.

The FY 1983 request also provides for support of professional Radiological Defense Officers at the State-Area level, and extension of the State-level RDO structure being developed in FY 1982. Full-time supervisory RDO's are the keystone in developing radiological defense systems and capabilities. In addition, capabilities will be developed to produce and deploy, in future years, about 7 million sets of instruments required for the shelter and post-shelter periods.

In the area of training, the FY 1983 request provides for restoring capabilities to provide simulated-emergency exercises for local and State officials. Effective execution of plans to deal with peacetime or attack emergencies requires that key officials know what to do in case of emergency, and experience has shown that exercising is the most effective way of providing this knowledge. Other civil defense training activities will include increasing capabilities to provide survival information to the public during a period of developing crisis, starting training in the area of shelter management, and accelerating training of radiological defense personnel.

Finally, the FY 1983 request provides for a real increase in matching-fund support for the State and local civil preparedness structure. This would permit new jurisdictions to enter the program, and additional personnel to be supported in jurisdictions now participating. This will, in turn, improve capabilities for management of both peacetime and attack emergencies.

The following is the civil defense budget, as proposed for fiscal years 1983 to 1988, in millions:

Current year	1983	1984	1985	1986	1987	1988	1989
$133	$252	$310	$355	$400	$440	$1200	$1200

March 8, 1982

CIVIL DEFENSE BUDGET - FY'S 1982 through FY 1989
(Millions of FY 1983 Dollars, for FY's 1983-1989)

	FY 1981	FY 1982 Enacted	FY 1983 Request	FY 1984	FY 1985	FY 1986	FY 1987	TOTAL FY83-87	FY 1988	FY 1989	TOTAL FY83-89T	MAINT
EMER PLNG & ASST												
1. Civil Defense												
a. Research												
- CD Res ("basic")	unk	5.075	18.074	7.300	5.100	7.500	7.500	45.474	7.500	7.500	60.474	7.500
- Research Industry	---	.737	---	3.900	2.200	---	---	6.100	---	---	6.100	---
- Sys Int & App	unk	---	.838	.400	.500	.500	.500	2.738	.500	.500	3.738	.500
- Sys Development	unk	2.905	3.128	3.400	2.200	2.000	2.000	12.728	2.000	2.000	16.728	2.000
TOTAL RESEARCH	7.785	8.717	22.040	15.000	10.000	10.000	10.000	67.040	10.000	10.000	87.040	10.000
b. Trng & Ed (plus PA)												
- Shel Mgmnt	.425	.455	1.400	2.400	4.600	4.600	3.200	16.200	1.100	1.100	18.400	1.100
- D&C Exercises	1.178	1.178	4.800	5.800	6.900	8.000	9.000	34.500	14.000	14.000	62.500	14.000
- Cr Cit Tng	.800	.800	1.100	1.300	2.200	3.300	3.800	11.700	3.800	3.800	19.300	3.800
- Other T&E	7.210	7.730	7.710	8.700	9.300	10.800	11.300	47.810	11.300	11.300	70.410	10.800
(Subtotal T&E)	(9.613)	(10.163)	(15.010)	(18.200)	(23.000)	(26.700)	(27.300)	(110.210)	(30.200)	(30.200)	(170.610)	(29.700)
- Pub Info	---	---	1.500	1.900	2.300	2.600	2.900	11.200	2.900	2.900	17.000	2.400
TOTAL T&E/PA	9.613	10.163	16.510	20.100	25.300	29.300	30.200	121.410	33.100	33.100	187.610	32.100
c. TeleCom & Warning												
- T&W (basic")	7.302	10.305	10.947	45.800	52.800	36.200	31.000	176.747	83.600	37.900	298.247	37.900
- COG Commo	---	---	4.132	---	---	---	---	4.132	---	---	4.132	---
- S&L Commo	---	---	.313	.400	.400	.400	.400	1.913	.400	.400	2.713	.400
- C&W Pol (BSPP)	---	---	9.860	10.000	11.500	20.000	30.000	81.360	44.130	14.000	139.490	6.500
TOTAL T&W	7.302	10.305	25.252	56.200	64.700	56.600	61.400	264.152	128.130	52.300	444.582	44.800
TOTAL CD/EMER PLNG & ASST	24.700	29.185	63.802	91.300	100.000	95.900	101.600	452.602	171.230	95.400	719.232	86.900

March 8, 1982

CIVIL DEFENSE BUDGET - FY'S 1981 through FY 1987 (Continued)
(Millions of FY 1983 Dollars, for FY's 1983-1989)

	FY 1981	FY 1982 Enacted	FY 1983 Request	FY 1984	FY 1985	FY 1986	FY 1987	TOTAL FY83-87	FY 1988	FY 1989	TOTAL FY83-89	MAINT
STATE & LOCAL ASST												
1. Civil Defense												
a. State & Local Asst												
- Emer Mgmt Asst	37.005	43.940	49.955	54.300	58.300	64.000	64.000	290.555	64.000	64.000	418.555	64.000
- Maint/Svcs	1.079	2.297	6.953	7.700	8.700	9.700	9.700	42.753	9.700	9.700	62.153	9.700
- Suppt Mtls	1.750	3.475	9.010	9.500	10.500	12.000	13.500	54.510	15.700	15.700	85.910	15.700
- Suppt Act	.270	.270	.402	.500	.500	.500	.500	2.402	.500	.500	3.402	.500
TOTAL S&L ASST	40.104	49.982	66.320	72.000	78.000	86.200	87.700	390.220	89.900	89.900	570.020	89.900
b. Radiol Def	6.185	8.950	28.950	31.400	33.000	38.000	44.000	175.350	109.380	109.380	394.110	28.100
c. Nuc Attk Civ Prot												
- Nat Shel Survey	2.631	3.577	12.060	12.300	14.900	13.900	5.400	58.560	5.400	5.400	69.360	5.400
- Nuc Civ Prot	6.661	8.060	14.300	30.200	53.100	71.600	66.000	235.200	53.200	19.400	307.800	19.400
- Cr Shel UpGd Plns	---	---	.560	1.600	3.600	7.500	20.300	33.560	62.800	8.600	104.960	8.600
- Shel Marking	---	---	1.080	1.100	1.100	1.100	1.100	5.480	4.400	4.400	14.280	1.100
- Shel Stocking	---	---	1.080	1.100	1.100	1.100	7.000	11.380	513.890	648.690	1173.960	114.100
- Shel PVK's	---	---	1.160	1.200	1.200	1.200	3.000	7.760	53.900	53.900	115.560	10.800
- NCP Inst to Pub	---	---	2.160	3.200	4.200	5.100	6.600	21.260	6.600	6.600	34.460	6.600
- Key Wrkr Shelter	---	---	10.920	7.100	---	---	---	18.020	---	---	18.020	---
- Indust Prot	---	---	1.120	1.000	---	---	---	2.120	---	---	2.120	---
- IMA (MOBDES)	1.855	---	1.760	1.900	2.200	2.700	2.700	11.260	2.700	2.700	16.660	2.700
TOTAL NCP	11.147	11.637	46.200	60.700	81.400	104.200	112.100	404.600	702.890	749.690	1857.180	168.700
d. Emerg Op Centers	2.750	6.545	14.870	22.000	29.000	41.000	55.000	161.870	85.000	114.030	360.900	13.200
e. C&W (BSPP)	.901	2.591	---	---	---	---	---	---	---	---	---	---
TOTAL S&L ASST	61.087	79.705	156.340	186.100	221.400	269.400	298.800	1132.040	987.170	1063.000	3182.210	299.900
SALARIES & EXPENSES												
a. Civil Defense	23.013	23.788	32.198	32.600	33.600	34.700	39.600	172.698	41.600	41.600	255.898	41.600
GRAND TOTAL	108.802	132.678	252.340	310.000	355.000	400.000	440.000	1757.340	1200.000	1200.000	4157.340	428.400

I don't think we are suggesting there is a higher or lesser priority. We fully recognize the tremendous loss of life and property by the common enemy—fire.

I could try to circumvent answering your question, except you wouldn't like that and I wouldn't feel happy about it, either.

I think the way we view our civil defense program is as a component of the Nation's entire strategic defense mechanism, and it must be treated independently from the treatment of the problem of fire. I would not suggest in any context that one priority is higher than the other, and I don't think that our proposal that is before the Congress implies that, either.

Mrs. HECKLER. Well, in view of the funding support for one priority versus another, FEMA's priorities are self-evident. It would seem to me that on the scale of disasters, FEMA considers that preparation for a potential nuclear war outranks the very serious priority of fire control, fire prevention, all the related functions of the Fire Administration.

Now, I think my statistics are perhaps abnormal. I have witnessed three major fires in 1 year in Massachusetts, and, like so many on this committee and other Members of Congress, have become more and more acquainted with the problems of arson. I believe the arson task force is very valuable and I know they are probing the issue of arson and so forth.

But the other related questions in terms of fire prevention, fire control, the health and safety of firefighters, if not pursued by the Fire Administration, where will those studies actually be carried out? Who will look at the priority of fire control, a true and immediate disaster in America, if not this Fire Administration?

Now, the funds come out of the FEMA budget, so whether you have created them, or whether OMB has created them, it is very hard to understand the nuclear preparation preferences and, in my judgment, to defend them at the same time that you're going to zero out funding for the Fire Administration. I really presume that FEMA did not determine these priorities, that they were imposed by others, as usual, usually OMB. But I would hope you not find it hard for the Congress to disagree with the priorities that have been established.

I personally wonder how we can deal with firefighter injuries, firefighter loss of life, incredible disability at early ages, and the growing incidence of fires. Granted, there is an on-the-ground sophistication among fire departments that is impressive to behold, and a tribute to them, but what are we nationally doing to be the counterpart of that, to look ahead and to perhaps provide more academic planning to the issues so that the man on the ground can perhaps suffer a little bit less and handle the chores more expeditiously?

How will these tasks be accomplished if not by the Fire Administration?

Mr. VILLELLA. Mrs. Heckler, the theory behind our proposal is to provide a greater degree of emphasis through the National Fire Academy in order to reach the greatest number of local fire leaders and firefighters. We feel that is the best way to transfer the technology that we have gained so far, through the many studies and

through the contributions of many of the Nation's firefighters and leaders.

I think one of the best things that happened has been our executive development courses. Incidently, both of your assistants visited one of our executive development course at the National Fire Academy. They observed an on-line activity where the leaders of the fire services, the change-agents of the future, become involved in the professional environment on a peer-to-peer basis, performing research through our Learning Resources Center, and exchanging data among and between themselves. That is the kind of activity we feel will have the greatest impact in turning around the problems that the communities face with fire.

I would quickly have to add that I would not want you to have a sense of dilusion in thinking that what the Fire Administration would be able to do with $5 million would solve all the ills of fire. I would quickly point out to you there is $170,000 in this year's arson programs within the U.S. Fire Administration programs. This involves basically two people, one who breaks his neck practically traveling all over the country when a request is made for technical assistance and the other man who has a tremendous handle on the Nation's arson problem, and disseminates this information.

If you compare the expenditure of that $170,000 against the nearly $1 million that is going to be expended at the Fire Academy, you would have to agree, "Gee, that's a greater Federal effort." But you cannot conclude that that $170,000 alone is enough to solve the arson problem in this country.

I think that same logic can be applied across the other areas, such as firefighter health and safety. What we in FEMA have done in firefighter health and safety I would say is not enough for the Nation's firefighters, but those things that need to be done must be a done in concerted, combined effort that includes the local communities, the States, the private sector and other public interest groups, who must join this Nation's problem to confront the fire problems of the country.

Mrs. HECKLER. I would agree that the Fire Administration programs are not the complete answer by any means, but zeroing out the funding provides almost no answer in terms of that basic research. Where else, what other Federal effort is there on this whole issue of firefighter health and safety? We, in the U.S. Government, are looking at health and safety questions from many perspectives. The firefighter has never gotten that support. And yet, I think the hazards they face are among the most serious of our whole society.

I do believe the work in arson is valuable. It's a beginning. But there are so many other programs that are involved. It seems to me that placing all of the responsibility within the Fire Academy is to overstate the mandate and incapacitate the personnel with the level of their mission. We have a separate mission in the Fire Administration. It may not have performed superbly in every area. But in view of the dimensions of the problem, I really question the availability and adequacy of the response if we simply are going to add a few more dollars to the Fire Academy and consider that the whole answer.

I look at that, while the programs are not related, in juxtaposition to this whole nuclear preparedness exercise, in my judgment

largely a program that is devoted to some of the most colossal waste that I have ever seen in this Government. When I look at the needs for fire prevention and the needs in the fire area that have been so well demonstrated, I question how one of these programs can survive and be generously funded as part of our national security, when our personal security is so deeply threatened on a daily basis by fire, which is considered a lesser priority and one that is given such a low rank in terms of Federal concern. I am at a loss to understand this.

I don't feel, Mr. Chairman, that this witness necessarily has designed the priorities, but I frankly think it would be hard for anyone to answer to the American people for the kinds of funding differences that occur in the budget of FEMA.

I want to say again that this is a very important agency that has performed so well, but in the area in which it has performed well it would seem to me the investment should be continued to assist in the prevention of fires, those disasters that we are absolutely certain will occur. And if we have extra money, we can then provide for disasters that hopefully will never be a part of our lives. But I frankly would be at a loss—and I would like for the record to have some information provided by the agency on the question of this nuclear preparedness proposal and how much funding they are allocating to it, in addition to a full description of their goals.

Mr. Chairman, I would also say I would consider it worthwhile to have a whole hearing on the subject of that issue.

Mr. WALGREN. Certainly one of my reservations is that the only fire focus now will be the Academy, with the limitations that an academy by its nature has, and after that fire is lost in FEMA, literally a $5 million effort in an agency operating with almost $900 million.

Now, how is there going to be a fire focus? I think much will be lost because of that. Every witness, including Mr. Villella, certainly recognizes that in many ways we are not doing enough, as was said, and I don't know how we do more by doing less.

Well, Mr. Brown——

Mr. VILLELLA. Mr. Chairman, may I respond to Mrs. Heckler?

Mr. WALGREN. Certainly.

Mr. VILLELLA. I feel like I'm avoiding the issue, and I don't want to.

I would respond in two ways. One, I think it is the will of the Congress that the preparation for this country's national defense is a Federal responsibility. It is the interpretation—and, I think, a great deal of agreement on the part of Congress—by the administration that fighting fires is a local responsibility which we must reinforce and buttress and so forth.

What we are doing in FEMA—and I don't mean to sound flippant, please don't misunderstand me—we are complying with the will of the Congress. The Civil Defense Act says, and the authorization and appropriation committees related to the Civil Defense Act, have indicated certain activities and dollar amounts. FEMA, as an executive Federal agency, is attempting to fulfill those responsibilities.

I would not suggest, again, that we are saying there is a higher priority on either side of the spectrum. This administration wishes

to respond fully within the limited resources that are available, considering the problems that pervade the economic situation of this country, responding to both the domestic responsibilities that we have and the international-national responsibilities.

Mr. WALGREN. Mr. Brown.

Mr. BROWN. Mr. Villella, I am pleased that you have given every indication of a sense of high priority for the significance of the fire problem in this country and the need to address it in an effective way.

I gather from your testimony that it is not the importance of the problem that has led to the action of eliminating the Fire Administration but, rather, another policy position, namely, that certain things are better done by other levels of government or by the private sector, and that this is the controlling policy thrust with regard to this action.

Am I correct in this?

Mr. VILLELLA. That is essentially correct, in part, Congressman Brown.

Mr. BROWN. You have, in listing some of the discontinued programs, indicated that you felt they would be more appropriate—In other words, for example, you thought the residential sprinkler program could be taken over by the private sector. I guess you have indicated that local fire departments could take over some of the others.

How about the National Fire Incident Reporting System; do you have a thought in mind as to whether or not it is desirable to continue that and where it could best be continued?

Mr. VILLELLA. Congressman Brown, our attitude at the present time about the National Fire Incident Reporting System is that when it was originally developed the purpose was to assist States in developing a fire incident reporting system that would help them get a much better handle on the nature of their fire problem and therefore be able to deal perhaps on a prediction basis and on a resource allocation basis in a much better fashion with that problem.

Because of the work done by the Fire Administration, and a great deal of effort on the part of many, many States and communities, there are presently 40 States and the District of Columbia that are participating with the NFIR system. We think we have done a considerable amount to accomplish the original design, that is, to assist as many States as possible, who wanted to volunteer, to participate in coming up with an incident reporting system.

We think that through continued training programs which are available through the National Fire Academy on NFIRS, additional communities can join the system, and we will provide the training for them because we have that training package on the shelf and have dedicated and committed dollars in fiscal year 1983 for that kind of training. We think there may be other viable options to continue the viability of that program, short of the million-plus dollars that it requires to do a total data analysis system at the Federal level.

Mr. BROWN. You made some reference to the use of computer systems earlier and the importance of these. I would like to have you explain in more detail, if you could, what the role of small

computers is in fire protection systems. I presume they would be used as a part of this Fire Incident Reporting System and possibly the data base could be maintained at the local and State levels using small computers.

Mr. VILLELLA. Yes, sir. We feel that one of the skills that we must give to the fire service throughout the Nation—and that fulfills one of the purposes we have in the National Fire Academy—is not to supplant the training capability at the local community and at the States, but rather, to supplement.

We feel that we can create a national demonstration project by establishing a computer learning resources center that will demonstrate to the local communities, who do not necessarily have the capability—because it is new, relatively new—the high technology features and aspects applied by computers and a whole host of other technological advances that will assist them for example, in maintaining data and analyzing data and performing fire arson pattern analysis and predictabilities. All of the facets that modern contemporary technology can provide to the whole responsibility of fire service management, arson investigation and detection, is what we can provide.

We think that is an advancement where we have an obligation to institute that capability within the fire service. We think that the arson laboratory at the National Fire Academy will go a long way towards achieving one of the goals given to the Academy by the Director, and that is bringing fire service training into the 21st century, if you will.

Mr. BROWN. Have you developed a program, software and hardware and so forth, for fire management at the local level using a computer base?

Mr. VILLELLA. No, sir, we have not. There are, within the system, many software programs that we think are immediately adaptable. Through the training process we can transfer that technology to communities who do not have that skill at the present time. There are a lot of advances within the management area and in the arson information management area that have been performed by progressive leaders, fire leaders throughout the country. We want to capitalize on that and pass it along to the many communities that we can reach through the training program.

Mr. BROWN. You are providing training in the use of computer systems at the Academy?

Mr. VILLELLA. We are not now—In fact, we did not have anything but a TRS-80 computer a year ago at the National Fire Academy that was doing very little other than administrative tasks. Because of the assistance provided to us from Fema-wide resources, we now have four computer terminals, with plans for more in the immediate future. We are prepared, by the end of this fiscal year, to have a computer learning resources center on computer application.

Mr. BROWN. I would appreciate it if you would provide the committee with the details of how you propose to use computers, both in your training operation and as a management tool for local fire departments. I don't want to ask you for more than you can easily give, but I am very much interested in the proposals for utilizing computers in a number of different settings.

Mr. VILLELLA. I certainly will.

Mr. BROWN. I had a hearing on the use of computers in agriculture last week, for example, and I would be interested in having as much easily available data about the details of what you are proposing to do.

Mr. VILLELLA. Would you like me to provide that for the record, sir?

Mr. BROWN. Yes.

Mr. VILLELLA. We would be delighted.

[The information follows:]

USE OF COMPUTERS IN TRAINING OPERATIONS AND AS A MANAGEMENT TOOL IN THE FIRE SERVICE

The National Fire Academy will have a course "on-line" at its resident facility in Emmitsburg, Maryland before the end of the calendar year on the use of computers for systems analysis and fire service management. The course will prepare the student to:

1. Be able to apply basis systems theory to a fire service organization;
2. Provide a detailed description of the use of computers in fire service systems analysis;
3. List specific types of computer systems and their fire service applications and capabilities;
4. Outline the management and organizational issues associated with a shift to automatic data processing;
5. Prepare given data for a simulated city, formatting microcomputer software to store and retrieve data; and
6. Prepare given data for a simulated city, using it for data processing and systems analysis.

It is expected that fire service personnel can use the knowledge gained from this course in local applications such as fire station location modelling, pre-fire planning, pattern recognition in fire/arson incidents, computer aided dispatching, equipment inventorying and preventive maintenance scheduling, community fire prevention master planning, data analysis and other administrative functions.

In addition, the National Fire Academy is in the final stages of putting "on-line" a computer assisted fireground tactics simulator as a training device. The objective of the simulator is to provide experience as close to reality as possible. There are ten (10) large scale fire and/or hazardous materials scenarios programmed in FORTRAN available to the instructor. A complex communications system is part of this teaching tool.

Mr. BROWN. From a policy standpoint, I want to get back to the issue of how you made the policy decision that certain things are best done by the private sector or local government and other things aren't done, because that seems to be the basis for your action with regard to the Fire Administration.

The administration has said time after time that they believe education is a local function and proposed, therefore, the dismantling of the Department of Education. I see a similar policy thrust in that as what I am seeing in the Fire Administration.

Why isn't the Fire Academy included in this?

Mr. VILLELLA. The Fire Academy was established at it's present site in 1980. During that year we offered 10 training courses. The Academy is now presenting something on the order of 19 residential courses and an increasing number of courses out in the field.

The administration is dedicated to the idea that since we, at the Federal level, have become involved only lately in the idea of raising the skills and capacities at the local level through a national training focus, that that is a priority effort that needs to be continued.

I think what it does, Congressman, is it provides those skills and capacities through a training process that the local communities can grab a hold of, if you will, and provide improvement within their own systems.

Mr. BROWN. That's an argument which works against itself. We make the same argument for the Fire Administration. It can provide assistance to local fire departments and provide a focus that is badly needed, and we will have witnesses who will testify to that. You're using that argument to support the Fire Academy and then you're using it against the Fire Administration.

Mr. VILLELLA. I'm not really doing that, Congressman Brown. I think it is a matter of numbers. We are going to train 5,000 people at the residential site. That is 5,000 people who will be reached, whose skills will be advanced, that will then be translated in the local community to deal with this enormous problem.

Mr. BROWN. But I don't need to tell you that there are literally dozens of universities providing training for fire administrators.

Mr. VILLELLA. Yes, sir.

Mr. BROWN. There are community colleges, there are local fire departments. What is unique about the role of the Federal Government that requires that that program be continued despite the fact that there are training programs going on at the local level, at the State level, university level and other levels?

Mr. VILLELLA. Well, I would use the argument, I suppose, one that is used for the enhancement of the professional development of law enforcement through the FBI Academy, or the Federal law enforcement services through Glenco, among others.

I think the proof has been very positive in feedback from the literally thousands of students who have gone through the National Fire Academy residential and nonresidential programs, that they have derived a great deal that was not otherwise available to them. There are academies in almost every State in the Union, and we do not duplicate what it is that they do. We have begun an intensive program of hand-off packages, trying to deliver as much as we can into the hands of the State fire academies.

Mr. BROWN. I compliment you on your staunch defense of the Academy. I feel the same way about it. But we are going to have a parade of important fire officials who are going to make the same arguments on behalf of the Fire Administration.

Why is it good for the Academy and not for the Administration?

Mr. VILLELLA. I suppose, Congressman, because those programs that we are not requesting funding for in the Fire Administration are programs that have been defined that can, in fact, be done by somebody else, either by the private sector or by State and local communities, or by other research agencies; for example, the Center for Fire Research.

Mr. BROWN. Well, you're going to have a great deal of trouble convincing me that private industry couldn't, if they wished, do the job that is being done at the Bureau of Standards on fire research. You know, we have got huge, multibillion dollar insurance companies with tremendous resources that could be doing that research. They just don't. But with your arguments, we should cut out the funding for it, which is now a separate item in the Department of Commerce, and say to the insurance companies "take it over".

Mr. VILLELLA. I don't know which one I'm defending now.

Mr. BROWN. I'm going to get you trapped here now. [Laughter.]

Mr. WALGREN. The gentleman's time is diminishing.

Mr. Winn?

Mr. VILLELLA. I'm sorry, sir, if I didn't handle that to your satisfaction.

Mr. BROWN. You handled it very well. Thank you.

Mr. WINN. Thank you, Mr. Chairman.

Mr. Villella, I don't quite understand which programs under USFA would be picked up by the private sector.

Mr. VILLELLA. Congressman, we are suggesting that most of the residential sprinkler programs would be picked up by the private sector——

Mr. WINN. Is this an educational type of a program, an awareness?

Mr. VILLELLA. No, sir. We would continue the public awareness and public education through the Academy's residential and field training programs. We have, in fact, at the National Fire Academy a model residential sprinkler lab which demonstrates—which recently received an award, as a matter of fact—the latest state-of-the-art and some of the operational mechanisms of sprinkler systems.

We also would hope that private industry would become increasingly more involved in project FIRES, in firefighter health and safety, in developing those mechanisms and devices that will improve the equipment of the firefighter out in the field.

We would hope that private industry would take hold, as many of the communities have taken hold, of the awareness related to smoke detectors. The evidence was, as in discussions presented earlier about the value of smoke detectors, in fact, a very valuable piece of information. The benefactors of the smoke detector program we would hope would get behind it and conduct campaigns that we do not necessarily feel the Federal Government should be funding.

Mr. WINN. Now, the fire service claims that the Academy is too narrow in its scope, primarily in training and education, to do the job as well as the USFA.

What is your response to that, and can't the Academy broaden its scope to meet those objections?

Mr. VILLELLA. Congressman, I am not aware of that criticism. I would say, implicit with what we propose to do and have proposed to Congress that we do in 1983 at the Fire Academy, includes expanding our scope through the training and education program.

I am not sure I know if——

Mr. WINN. Well, that criticism comes from the fact that we get advance testimony prior to public hearings, and some of the other witnesses will be saying basically that.

You say that you can broaden the scope to increase the training and the education part that they object to?

Mr. VILLELLA. Sir, I would say yes, with one caveat. We are not asking for more money, but within the resources that we have I think we can broaden the scope in certain areas. One of those areas perhaps would be, simply as an example, in the arson area.

There was an arson resource manual that was funded by the Fire Administration which cost somewhere around $15,000. It seems to me that that would be an adjunct or an appendage to the arson training programs. If that would satisfy expansion of the scope, then those are the kinds of things we are examining.

Mr. WINN. According to your testimony on page 2, you say that the National Fire Academy plans to commit approximately $980,000 for arson training for the year 1983. You say: "Since the establishment of the facility at Emmitsburg, the National Fire Academy has trained approximately 9,000 students in the area of arson investigation and detection."

Is that an increase, or are you talking about further increasing arson training over what you already have committed yourself to do for 1983?

Mr. VILLELLA. No, sir. Within that dollar figure——

Mr. WINN. Within this dollar figure?

Mr. VILLELLA. Yes, sir. That represents an increase over this fiscal year.

Mr. WINN. What percentage?

Mr. VILLELLA. I don't have that off the top of my head.

Mr. WINN. That's all right. We can get that.

Mr. VILLELLA. I will provide that for you.

[The information follows:]

NATIONAL FIRE ACADEMY ARSON TRAINING

The following is a summary of students trained in all arson courses by the National Fire Academy:

Training location	1981	Estimated	
		1982	1983
Emmitsburg campus	750	750	820
Field training	1,182	1,526	[1] 840
By trained trainers in their locale			[1] 10,000

[1] In fiscal year 1983 the results of training personnel who can return to their communities and themselves provide arson training will be felt: this explains the reduced training numbers estimated for field training. The 10,000 is a projected number at this time since we have no experience factors at this time.

Mr. WINN. That would be fine.

Mr. VILLELLA. My response to your question was that there are certain areas where we can expand the scope that are within the limited resources. The example I used was the resource manual. If that needs to be updated next year, and it is an aid in the arson training program, then I think we could probably do that. That's not an awful lot of money, $15,000.

Mr. WINN. It is my understanding that the administration is trying to incorporate all of these basic activities of these three agencies or three units under one. That has a lot of merit. But there is no request for additional funding or no transfer of funds, as I understand it, that would give you any more money to do the things that you would be required to do if you're going to expand. Am I right?

Mr. VILLELLA. You are essentially correct.

Mr. WINN. If you're going to expand your services.

Mr. VILLELLA. Yes, sir.

Mr. WINN. Do you still think you can do that with basically the budget you have requested?

Mr. VILLELLA. Yes. We have already demonstrated—and I say this with a little bit of skepticism for fear that somebody will hit me over the head and say "if you can do it, then you can do it for less"—but we have demonstrated in the application of our new management style, if you will, where we have colocated training facilities and have shared costs, that despite a 12-percent reduction directed in this year's budget, we were able to produce the same amount that we had projected to produce without the 12-percent reduction. I think that was as a result of just better management and support from the agency itself.

We cannot ignore what has happened to the Federal Emergency Management Agency under the present leadership from getting a better product. As you know, the Agency was put together by taking a group of other agencies from other departments and forming, ad hoc, I suppose, the Federal Emergency Management Agency. Since last year, under the new leadership of Mr. Giuffrida, we have worked very hard to make FEMA a comprehensive, well-coordinated, team kind of agency. As a consequence of that, I think that our performance across the entire spectrum is being observed as being much better in every area. I think that same kind of attribute applies to our training activities, to the Fire Academy, as in every other area.

Mr. WINN. Thank you, Mr. Chairman.

Mr. WALGREN. Thank you, Mr. Winn.

We appreciate very much your being here, Mr. Villella, and we are going to look forward to continuing a dialog with you. It strikes me that we are talking about 1 percent of FEMA's budget, and certainly, if you are able to do everything that you were able to do before and with no lessening of productivity out of FEMA, with a 12-percent cut, then we sure better not see much loss in true function in order to save 1 percent. So we do, as a committee, want to work with you very closely and insure the functions which we believe are important are given the proper emphasis.

Thank you very much for your testimony.

Mr. VILLELLA. Thank you, sir. I appreciate it.

Mr. WALGREN. The next witness is Robert Archer, who is the president of the Pennsylvania Firemen's Legislative Federation, and the director of the Pennsylvania State Firemen's Association. We will have a panel following Mr. Archer, but in deference to my relationship to Pennsylvania, I wanted to single Mr. Archer out in particular. He has been a central figure in Pennsylvania's firefighter affairs for a number of years.

I want to welcome you to the committee, Mr. Archer. We are pleased that you made the extra special effort to appear here today. We need to hear, as Member of Congress, about the actual experiences of people dealing with these programs. So please proceed with any written testimony you may have, and then we will have some questions.

STATEMENT OF ROBERT ARCHER, PRESIDENT, FIREMEN'S LEGISLATIVE FEDERATION OF PENNSYLVANIA, AND DIRECTOR, PENNSYLVANIA STATE FIREMEN'S ASSOCIATION

Mr. ARCHER. Thank you very much.

In 1973, after 2 years of work, the National Commission on Fire Prevention and Control submitted its final report entitled "America Burning." This 180-page report contains the Commission's findings plus their recommendations as to how we, as a Nation, can combat the great losses we suffer annually from fire.

In 1974, President Ford signed the National Fire Protection and Control Act and the National Fire Prevention and Control Administration was formed. At last, we as a Nation had recognized the seriousness of the problem and were at last going to do something about it.

How serious was the problem? In their report the Commission stated the following: That among causes of accidental deaths, fire which claims nearly 12,000 lives annually ranks third behind auto accidents and falls. The price of destructive fire in our country by conservative estimate amounts to at least $11.4 billion a year. Beyond calculations are the losses from closed businesses and jobs lost due to fire.

We, the richest and most technologically advanced Nation in the world, lead all the major industrialized countries in per capita deaths and property loss from fire. We lead the second ranking country, Canada, nearly two to one.

The most hazardous profession is that of a firefighter. Their death rate is 15 percent higher than the next most dangerous occupations, mining and quarrying.

During the years of the Vietnam war, we lost 45,925 military personnel through actions of hostile forces, but during those same years we lost 143,000 people here at home by fire.

I would urge each of you serving on this important committee to obtain a copy of the report "America Burning" and thoroughly review it before you make your final decision.

The U.S. Fire Administration serves as a national focal point for firefighters. Its purpose is to assist and supplement State and local governments and local fire services in such areas as:

Improving their effectiveness and broadening their responsibilities from primarily fire suppression to a fire loss management orientation, with emphasis on fire prevention; help in research and development of better firefighting methods and equipment as well as better personal protective equipment for firefighters; help in research of better methods of care for burn patients; help in master planning, training, public awareness programs, and act as a data collection center—and the list goes on.

Today arson is the fastest growing crime in this country. We, at the local level, need help and guidance in combating this problem.

I personally feel that the U.S. Fire Administration should be continued and, if anything, expanded. I feel that the money budgeted for this program will be returned to us many times over. If we can reduce deaths, injuries and property loss, we would gain much more than we have spent by saving property value, reducing burn treatment costs, preserving personal earnings and raising produc-

tivity. I don't think we can afford to dismantle this agency and once again turn our back on this problem as was done for so long.

And since one of the main purposes of our Government is the protection of life and property, including defense, fire protection, law enforcement and disaster planning, cuts in these areas, even in a period of austerity, must not occur. It is in the interest of the safety of our people.

Gentlemen, I wish to thank you for inviting me here to testify. It has been an honor and a privilege. I urge each of you to examine all the facts before you reach your decision. If you do this, I am sure that we in the field will be able to rely on help, guidance, training and technical assistance from the U.S. Fire Administration in our battle against the ravages of fire.

Thank you.

[The prepared statement from Mr. Archer follows:]

Robert L. Archer, President
201 N. Fourth St.
Towanda, Pa. 18848

Joseph Chiura, 1st Vice President
630 Park St.
Brookville, Pa. 15017

William J. Campbell, 2nd Vice President
538 E. 2nd St.
Boyertown, Pa. 19512

Firemen's Legislative Federation

OF PENNSYLVANIA

Founded at Harrisburg – November 8, 1958

Leonard D. Roberts, Rec. Secy.
915 Sterner Mill Road
Trevose, Pa. 19047

Carl Flinn, Fin. Secy. & Treas.
127 Third St.
Renkin, Pa. 15104

James M. Baird, Jr., Legislature
1730 Butler Pike
Conshohocken, Pa. 19428

Gentlemen:

My name is Robert Archer and I'm from Towanda, Pennsylvania with a population of 5,000. I am married and the father of two children. I am a lineman for the Pennsylvania Electric Company of which I have been employed for 23 years.

I have been active in scouting, member of the Elks Club, booster club member of the Pee Wee - Midget football league, helped raise money for the St. Joseph's Burn Center in Elmira, New York.

In 1973, I was named "Fireman of the Year" by the fire department of which I belong and also that year "Fireman of the Year" by the New York-Penn Firemen's Association.

I started my career as a volunteer fireman 30 years ago in a very small community in Northeastern Pennsylvania. I was active in that company for 17 years serving as First Assistant Chief, President and Delegate to the County Firemen's Association.

In 1971, I moved to Towanda, Pennsylvania and joined their fire department. There I have served as Vice President, President and a member of their Firemen's Relief Association of which I am treasurer. I was President of our County Firemen's Association for 12 years and represented that association at the Firemen's Association of the State of Pennsylvania and the Firemen's Legislative Federation of Pennsylvania.

In 1979, I was elected Northeast Director of our State Association an office of which I still hold and am now President of our Legislative Federation.

In 1974, Pennsylvania Governor Shapp appointed a special commission to study the problems of fire prevention and control in our state. They held hearings around the state to gather information, and I was asked to testify for them.

In 1973, after two years of work, the National Commission on Fire Prevention and Control submitted its final report entitled, "America Burning". This 180 page report contains the Commissions findings plus their recommendations as to how we, as a nation can combat the great losses we suffer annually from fire.

In 1974, President Ford signed the National Fire Protection and Control Act and the National Fire Prevention and Control Administration was formed. At last, we as a nation had recognized the seriousness of the problem and were at last going to do something about it.

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I would urge each of you serving on this important committee to obtain a copy of the report "America Burning", and thoroughly review it before you make your final decision.

The U. S. Fire Administration serves as a national focal point for firefighters. Its purpose is to assist and supplement state and local governments and local fire services in such areas as:

(a) Improving their effectiveness and broadening their responsibilities from primarily fire suppression to a fire loss management orientation, with emphasis on fire prevention.

(b) Help in research and development of better fire fighting methods and equipment as well as better personal protective equipment for fire fighters.

(c) Help in research of better methods of care for burn patients.

(d) Help in master planning, training, public awareness programs and act as a data collection center and the list goes on.

Today arson is the fastest growing crime in this country. We, at the local level need help and guidance in combating this growing problem.

I personally feel that the U. S. Fire Administration should be contined and, if anything expanded. I feel that the money budgeted for this program will be returned to us many times over. If we can reduce deaths, injuries and property loss, we would gain much more than we have spent by saving property value, reducing burn treatment costs, preserving personal earnings and raising productivity. I don't think we can afford to dismantle this agency and once again turn our back on this problem as was done for so long.

Gentlemen. I wish to thank you for inviting me here to testify. It has been an honor and a privilege. And, I urge each of you to examine all the facts before you reach your decision. If you do this, I am sure that we in the field will be able to rely on help guidance, training and technical assistance from the U. S. Fire Administration in our battle against the ravages of fire.

Thank you.

Robert L. Archer

Robert L. Archer

Mr. WALGREN. Thank you very much, Mr. Archer.

We want to also recognize your son with you here, young Bob, age 11. We are glad you are here. Your generation is one of the reasons that the adults of this world do many of the things that they do. We are glad you are here.

I wanted to enter in the record a letter from Mr. Archer to President Reagan, which simply outlines the importance of the problem and urging continuing funding for the U.S. Fire Administration.

[The letter from Mr. Archer to President Reagan follows:]

Robert L. Archer, Director
Pennsylvania State Firemen's Association
201 North Fourth Street
Towanda, Pennsylvania 18848
March 28, 1982

President Ronald Reagan
White House
1600 Pennsylvania Avenue
Washington, D. C. 20500

Dear Mr. President:

I am writing to ask you to reconsider one of the cuts in your proposed budget. That is the cut of about ten million dollars that would close down the United States Fire Administration. This office was set up to help combat the loss of about 9,000 lives each year as well as over ten billion dollars of property loss each year. Can't we afford ten million dollars to help fight this staggering loss? This country has the highest per capita fire loss record of any of the industrialized nations of the world!

This problem has been overlooked in this country by the federal government for far too long. Do you realize that during the years of the Vietnam War we lost 45,925 military personnel through actions of hostile forces? During those same years, 143,550 people died here in our country by fire.

The National Commission on Fire Prevention and Control issued a report in 1973 called, "America Burning". I suggest that before the United States Fire Administration is dropped from the budget, this report be reviewed, and I am sure that you will see the need for this very important agency.

This agency was established in 1974 and intended to supplement the local governments efforts in such areas as research and development of better methods and equipment to combat fires, burn care, data collection, master planning and training.

Arson is now the fastest growing crime in the country. Something must be done on a national level to help combat this.

We, the firefighters of Pennsylvania, have received several grants over the past few years from this agency to help us update the fire service of this state. These monies have been well spent and we have benefited from them and would like to see this much needed help continue.

At a recent meeting of the Northeast Section of the Pennsylvania State Firemen's Association I, as director, was asked to write this letter to you and also to our Congressmen asking that they do all in their power to keep the United States Fire Administration operating. In fact, we feel that instead of being cut, this agency's budget should be added to.

Thanking you for your consideration.

I remain.

Respectfully,

Robert L. Archer

Robert L. Archer, Director
Pennsylvania State Firemen's Association

RLA.nsa

cc's:

Sen. John H. Heinz III
Sen. Arlen Specter
Rep. Allen Ertel
Rep. Joseph A. McDade
Rep. John P. Murtha
Rep. James L. Nelligan
Rep. Donald L. Ritter
Rep. E. G. Shuster
Rep. Doug Walgren
Gov. Richard Thornburgh
Charles Henry, Pa. State Fire Commissioner

Mr. WALGREN. Can I ask you, Mr. Archer, what can we say about the needs and the benefits of Fire Administration programs? From a firefighter's viewpoint, have you seen in Pennsylvania the direct benefits that have come from some of the programs that are conducted within the Fire Administration, and can you speak to the needs of local firefighters in that area?

Mr. ARCHER. Some of the benefits that we have gained—this is just in Pennsylvania—we have got three major grants from them. One was the organizational design grant to implement a statewide organizational plan for education and training in Pennsylvania. One of the things that we did with this—there was a statewide inventory of fire training education resources that resulted in the development and publication of a 200-page report outlining a fire training network system in Pennsylvania.

Also, the organization and design report was an important tool, as the Office of Fire Safety Services studied the condition of our State fire school and formulated a plan for its improvement and its elevation to a State fire academy to provide a better, advanced force within the State.

We had a master planning grant. The data developed in connection with the grant activities has been of great importance in targeting current and future fire prevention efforts. That was mainly a fire prevention grant that we used.

The other one was a public education grant. It established five resource centers and stocked them with visual aids. It published four resource bulletins. It conducted two statewide fire awareness symposiums. It awarded three $500 community minigrants. It developed, printed and distributed 7,500 seasonal fire prevention packets. It sponsored "Learn Not to Burn" and "Sesame Street" trainings, held planning conferences for a cadre of key instructors, purchased and distributed 20 sets of "Learn Not to Burn" kits. We had radio and television public service announcements from mainly the fire prevention activities, coordinated through the Fire Administration down through the State level, and from there to the local level.

Mr. WALGREN. So often in government our description of our programs is in terms of planning and design and trying to create organizations that seem, from the public standpoint or the man in the street standpoint, to raise the question of does this really do them any good.

As a citizen in Pennsylvania, how do you feel about what would have been had we not had those programs with respect to fire? Is this something that, just as a citizen, you believe should really be continued?

Mr. ARCHER. Yes, I do believe it should be continued. As one example, we have reduced the dwelling deaths by fire in Pennsylvania by about 10 percent, and we have reduced the total fire deaths by 2 percent. It is not much, but it is a start.

In Pennsylvania, for years, we had no central focal point within our State government for fire problems. I think there are 13 different departments in the State government that handle some part of it. It finally started—on that problem, we do have a State fire commissioner where we on the local level, if we have problems, can turn them to him and he can get us answers. Before, there was just

no place in government where you could go to get a good true answer.

Mr. WALGREN. I gather this comes out of the activity that flows from the kind of things that we do through the National fire Administration?

Mr. ARCHER. Yes. Our State fire commissioner works, I think, very closely with the National Fire Administration in getting these grants and programs set up, and then delivers them to key people throughout the State.

Mr. WALGREN. The argument is often made, "Well, the private sector will take over this." We believe that there certainly is a time and a role when the private sector can move in quite effectively. It might have come with certain technology like the sprinkler technology.

On the other hand, it seems to me, we have to ask ourselves the question: What would exist without the effort that we have made as a government, and would these things exist without that effort?

What perspectives can you shed on how heavily we should rely on the private sector, per se, to provide some of the things that you see essential for firefighters, and can the local levels do what you feel can be done on their own if we are not in the field on the Federal level?

Mr. ARCHER. I personally do not think it can be left up to private industry or whatever to do it. They didn't do it before. We have the fire Administration, and it worked on this and got some of these things started to help us. I think if they quit now and try to turn it back to the private sector, private industry, it will fall flat. I just don't think that they are going to pick it up. It isn't their responsibility, really, to do a lot of this. I think our fire death rate in the country would go back up if a lot of these problems are left to the private sector.

Mr. WALGREN. If you had to choose across the range of what Fire Administration programs have been most important from the Pennsylvania standpoint, can you point to the particular programs from the Fire Administration that you feel we have benefited from the most and should be certainly encouraged?

Mr. ARCHER. The fire prevention and public education and public awareness programs are definitely needed. I think they get at mainly children, preschoolers, which I think are really the people we have to work on in fire prevention. We can get our message across to them a lot easier than we can adults.

I think the master planning program that the fire Administration has is very good for us in Pennsylvania. It has really helped us. We are in the process of upgrading our own State fire school at Lewistown from what we learned from their master plan grant.

Mr. WALGREN. How about the volunteer contact with the U.S. fire Administration? Has the Administration at least started to develop contact in that area?

Mr. ARCHER. In Pennsylvania, we are not all volunteers. I think it is 95 percent or above volunteer firefighters in Pennsylvania. In fact, Pennsylvania has, I think, probably more volunteer firemen in the State than any other State in the Union. I think we have gained a lot of benefit from it. I think that, if it continues, we can continue to gain from it.

Mr. WALGREN. We are going to do our doggonest to make sure something of value is not lost.

Mrs. Heckler?

Mrs. HECKLER. Thank you, Mr. Chairman.

I would like to congratulate the gentleman on his testimony. It has been very interesting.

I want to say that my absence has been due to the fact that we are also covering some of the most serious and sensitive questions of the budget on the floor, so I am trying to get the best of both worlds in the same afternoon.

I would just like to know what your opinion would be of the need or the desirability for having a national convocation on fire prevention and control? Do you see a value in that at this point, of having a national seminar or convocation on the subject of fire?

Mr. ARCHER. Yes. I think the Government has got to sponsor this, or at least spur it to get it started, and put out the message to the people that can carry it forward to the States. I think it has to start from some central focal point and work its way out to the local level from there.

Mrs. HECKLER. Thank you, Mr. Chairman.

Mr. WALGREN. Mr. Brown?

Mr. BROWN. Mr. Archer, we have been trying to get across the idea to FEMA of the importance of the fire service as sort of an initial response service to all kinds of major disasters. I don't know how much luck we are having. In the West we have earthquakes and volcanic eruptions; in Pennsylvania you have floods and nuclear plant accidents.

I would like to know how you feel about this concept, and specifically whether there is or was a role for the fire service in connection with the most recent national catastrophes, the Three Mile Island even in Pennsylvania? Was the fire service involved in that in any way? Do you think that this is the appropriate role for the fire service?

Mr. ARCHER. I am really not sure how big of a role the fire service did play. I do know that they were involved in it. I know that it is a well known fact that almost any—whether it is fire, flood, volcano, earthquake, whatever happens—whenever people get in trouble, the first people they call are the fire departments. Be it paid fire department or volunteer, if they are not trained and not there, the people just don't seem to have much of a place to turn to, they don't have anybody to turn to.

I am really not sure how big of a part they did play at Three Mile Island, although I do know they were involved in it in some of the evacuations that took place close to Three Mile Island.

Mr. BROWN. I have wondered why FEMA didn't see the relevance of developing this broader concept of roles since it fits in very well with their total civil defense responsibilities. If we are going to conduct an orderly evacuation, for example, as you point out, it is generally the fire service—sometimes with the help of the police service—that do the actual logistics of getting an evacuation, whether it is just from a toxic chemical spill, or whatever it may be. It seems quite logical to me, and I think it is the view of other Members of congress, that if FEMA really wants to enhance the effectiveness of its role, it ought to look broadly at disasters and the

role of existing emergency services and help to make them more effective than they already are.

I only wanted to make one additional comment. I had forgotten until you made the statement that we had passed this legislation back in the administration of President Nixon. I remember the hearings very well when this legislation was originally approved, but I tended to develop a feeling that this administration was just eliminating programs that came out of the last administration. Now I see that they are going back to the previous Republican administration and eliminating those also. I think that is very regrettable.

I have no further questions, Mr. Chairman.

Mr. WALGREN. Thank you, Mr. Brown.

On behalf of the committee, we certainly appreciate your coming so far, and we appreciate your testimony very much, Mr. Archer.

Mr. ARCHER. Thank you very much.

Mr. WALGREN. Thank you.

Mr. WALGREN. I would like to call up the next witnesses as a panel, and I would like to ask one of the panel members to talk about initially some of this equipment that has been brought by the Alexandria Fire Department here. If I could ask you all to come forward.

This is a panel, as I understand it, from the Joint Council of National Fire Service Organizations. It includes Harold Schaitberger, legislative director of the International Association of Fire Fighters, AFL-CIO-CLC; Mr. Robert Smith, executive secretary of the Fire Marshals Association of North America, who will be speaking on behalf of the National Fire Protection Association; Donald Flinn, general manager of the International Association of Fire Chiefs; and Ed McCormack, executive director of the International Society of Fire Service Instructors.

Let me say at the outset that any written statements that you gentlemen may like to submit will be made part of the record as a matter of course, so we can discuss things a little bit more informally or however you feel you would like to respond to the situation.

Let me ask first Mr. Flinn to describe to us what we have over here in the way of equipment, where it came from and why it came. Mr. Flinn?

STATEMENT OF DONALD FLINN, INTERNATIONAL ASSOCIATION OF FIRE CHIEFS, DESCRIBING FIREFIGHTERS PROTECTIVE ENSEMBLE DEVELOPED BY THE U.S. FIRE ADMINISTRATION

Mr. FLINN. Mr. Chairman, I would be happy to.

I am Donald Flinn, general manager, International Association of Fire Chiefs.

This is the result of technology brought about by the U.S. Fire Administration. It is some of the components of what is called the firefighters protective ensemble. The design concept came out of a need to improve firefighter safety and health in the area of personal protective clothing.

Following a study analysis of the need for firefighter protection, it was determined that the best way to design the system was to do

that: to design the system as opposed to developing individual helmets, an individual pair of gloves, boots, pants, and coats. So the approach was taken to make these variety of elements of protection—the head-neck, torso, arm-hand, upper and lower leg, leg-foot, and so forth in terms of elements of protection.

The result is what you see here. These garments are a combination of materials that have been identified to provide the best protection at a reduced weight. Weight is a firefighters worst handicap.

Mr. WALGREN. Could I ask if you could maybe pass at least several of those parcels up here, so that we can get some direct appreciation of their characteristics.

Mr. FLINN. One of the concerns that the firefighter has, of course, is weight. When the equipment of the firefighter is on the individual, a total weight is about 70 pounds. This includes the helmet, gloves, and breathing apparatus, which is not here. Obviously, if we can reduce that weight, we can improve the effectiveness and fitness of the firefighter.

The goal was to reduce the weight of the equipment, make the breathing apparatus of longer durations—it runs about 20 minutes now, and an hour rating has been achieved. We still provide that kind of protection that a firefighter requires for interior firefighting. With the broad geographic needs and extremes of weather, the goal was to keep the firefighters of Minnesota as comfortable as the firefighters in Arizona.

These garments are examples of the garments that are designed to fit the individual firefighter; and, they are going through field test in a variety of communities throughout the country, including volunteer fire departments. Alexandria, Va., where this equipment came from, is utilizing the test procedure now.

Mr. WALGREN. I see.

I guess the basic question I have is, would we have this kind of thing were it not for the fire Administration? I know the administration could reorganize things and have a little effort in the academy. But isn't it true that the development of this kind of material comes from a focused effort that has to have the concentrated support of an organization? I have great doubts as to whether or not that kind of focused effort could be developed through an academy that is doing a whole number of other training courses and other efforts.

Mr. FLINN. That is correct. The technology for much of this came out of the research applied to national needs [RANN] study, and a part of the funding came out of the NASA budget for that application. But the balance of the moneys—and it has only been possible with this—came out of the Fire Administration.

I have been involved in Project FIRES, which is an acronym for Firefighters integrated response equipment system. It was chaired by the U.S. Fire Administration and cofunded. It would not have happened had it not been for that support.

Mr. WALGREN. Let me ask you about the sprinkler systems that apparently are now coming on to the horizon. I don't know that you have direct experience with that. But as I understand it, that, too, came out of at least a kind of a talking together on the Federal level, or an effort that was put together by a Federal organization,

and now can be transferred to perhaps different private sector variations on a theme, but the theme, in terms of the capability of the sprinkler system, came out of the efforts of the Federal Government, to think and to talk and to work on that problem. Is that correct?

Mr. FLINN. That's correct. I would suggest that my colleague, Mr. Smith, might want to address that.

Mr. WALGREN. I think we would really love to hear about that.

Well, let's go back then to our panel presentation. If you could, Mr. Flinn, why don't you continue with further thoughts that you have and then we will turn to Mr. McCormack and on down the line.

Mr. Flinn.

Mr. FLINN. Thank you, sir.

As I stated earlier, my name is Donald Flinn. I am the general manager of the International Association of Fire Chiefs, IAFC, and I am representing Chief E. Stanley Hawkins, president of the IAFC.

The IAFC is a professional organization representing the Nation's paid and volunteer fire chiefs who are responsible for directing local governments' fire prevention and control activities, emergency medical service, and emergency response to natural and manmade disasters. I appear before you today to request restoration of funding within the Federal Emergency Management Agency's fiscal 1983 budget for the U.S. Fire Administration.

Members of the International Association of Fire Chiefs recognize that the fire problem can overwhelm the capabilities of local fire departments. The history of tragic fires and disasters has convinced our members that a collective and cooperative effort on the part of local, State and Federal Governments is absolutely essential to combat this problem.

At issue today is the Federal commitment. The Nation's fire chiefs, the entire fire service community, and the U.S. Congress, have worked for many years to create and maintain a Federal focus on the Nation's fire problem. Yet now we are faced with the elimination of the U.S. Fire Administration, the focal point for this Federal effort.

The Reagan administration's budget statement has indicated that "due to the significant decrease in the loss of life and property due to fire, and the increased efforts of the private sector, this program will be discontinued in 1983."

Although the fire problem often receives scant attention from the press and the public, fire is responsible for 20 times more deaths each year in the United States than floods, hurricanes, volcanic eruptions, tornados and earthquakes combined.

I do not believe that a significant decrease in life and property losses has, in fact, occurred. Further, the significant indirect and direct losses associated with fire will continue to have a negative impact on our Nation's economic recovery by putting individuals out of work and reducing the tax base.

I want to particularly emphasize, in response to Mr. Villella's statement, that funding for the U.S. Fire Administration does not provide any moneys for the salary of fire service personnel or the operation of fire departments.

The IAFC was organized in 1873, and in the 109 years that have followed, there has been little effort by the private sector to assume fire safety programs. Hopes and beliefs are all very nice, but they do not solve the need.

Recently comprehensive emergency management and emergency first responders have become part of the vocabulary of emergency organizations and FEMA, but the reality of comprehensive emergency management and emergency first response is not new to the fire service. The Nation's fire service has historically been the first to respond to emergency situations threatening life and property.

Therefore, the Nation's fire service, serving as an emergency first responder, should be considered the primary operational constituency of the Federal Emergency Management Agency as well as the U.S. Fire Administration. With the President's increased interest in enhancing civil defense efforts, I believe it is in the best interest of the Nation to have a well organized and operationally efficient fire service. The Nation's fire departments have the organization, training, personnel, equipment, and communication systems to respond to emergency situations and disasters. It is inconsistent for the Reagan administration to call for increased efforts in civil defense and at the same time call for the elimination of the U.S. Fire Administration. Clearly, the fire service and the U.S. Fire Administration have a significant role to play in the emergency response to and recovery from a natural or nuclear disaster.

Mr. Chairman, the members of the IAFC generally support the FEMA budget request because the fire service is affected by many of FEMA's activities involving disaster response and relief, State and local government assistance for emergency planning, and the National Emergency Training Center. However, we are greatly concerned and distressed by the zero funding of the U.S. Fire Administration.

Mr. Chairman, the members of the International Association of Fire Chiefs firmly believe that assistance to fire prevention and control activities is clearly a legitimate function of the Federal Government. It is also clear, that the legislative history of the U.S. Fire Administration and FEMA, that the U.S. Congress intended as part of FEMA's mission the responsibility for carrying out the mandates of Public Law 93-498, the Fire Prevention and Control Act of 1974.

Members of the International Association of Fire Chiefs respectively request that you and your colleagues restore funding for the U.S. Fire Administration and assure adequate funding for the National Fire Academy.

I might also add one final note, Mrs. Heckler. I have been in conversation on several occasions with Chief Joe Scanlon of Lynn, Mass. following their disastrous conflagration in November 1981. That fire department sustained a severe loss of equipment and apparatus, and overtime costs incurred by the city. In conversation with Chief Scanlon last week, the fire department has not received one dime in compensation from the U.S. Fire Administration or FEMA.

And while I would hate to refute the praise that was heaped upon FEMA earlier, I must say that it didn't trickle down to where it was needed or where it was intended to go.

I appreciate this opportunity, sir, and would be pleased to answer any questions you or the committee may have.

[The prepared statement of Mr. Flinn follows:]

INTERNATIONAL ASSOCIATION OF FIRE CHIEFS • INCORPORATED

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STATEMENT BEFORE THE

SCIENCE, RESEARCH AND TECHNOLOGY

SUBCOMMITTEE

ON THE

UNITED STATES FIRE ADMINISTRATION

BY

DONALD D. FLINN

GENERAL MANAGER

INTERNATIONAL ASSOCIATION OF FIRE CHIEFS

WASHINGTON, D.C.

May 25, 1982

Mr. Chairman, my name is Donald D. Flinn, General Manager of the International Association of Fire Chiefs (IAFC). The IAFC is a professional association representing the nation's paid and volunteer fire chiefs who are responsible for directing local governments' fire prevention and control activities, emergency medical services, and emergency response to natural and man-made hazards. I appear before you today to request continuation of the United States Fire Administration in fiscal year 1983.

Organized in 1873, the International Association of Fire Chiefs has long recognized that the fire problem can overwhelm the capabilities of local fire departments. The history of tragic fires and disasters has convinced our members that a collective and cooperative effort on the part of local, state and federal governments is necessary to combat the fire problem as well as disasters.

At issue today is the federal commitment to fire protection. The nation's fire chiefs, the entire fire service community and the U.S. Congress have worked for many years to create and maintain a federal focus on the nation's fire problem. Yet, today we are faced with the elimination of the U.S. Fire Administration, an essential component of this effort.

The President's fiscal 1983 budget message addressed the U.S. Fire Administration by stating:

> "The goal of this program has been to reduce by 50% the nation's loss of life from unwanted fire and to achieve significant reductions in property and non-fatal human

injury due to fire by the year 2000. This program has improved the cost-effectiveness of the various fire protection services. Due to the significant decrease in loss of life and property due to fire and the increased efforts of the private sector, this program will be discontinued in 1983. However, the efforts of the National Fire Academy will continue to provide training to state and local fire officers and officials."

I do not believe that a significant decrease in life and property losses has, in fact, occurred. Indeed, the significant indirect and direct losses associated with fire will continue to have a negative impact on our nation's economic recovery by putting individuals out of work and reducing the tax base. In addition, it is doubtful that the private sector will pick up the important programatic, research and development, and data collection activities conducted by the U.S. Fire Administration.

The following summary of the 1980 National Fire Experience Survey conducted by the National Fire Protection Association (NFPA) and supported by the U.S. Fire Administration paints a grim picture of the national fire problem.

* 6,505 civilians were killed as a result of fires in the United States.
* 30,200 civilians were injured as a result of fire in the United States.

* 770 civilians died as a result of incendiary fires.
* 134 fire fighters were killed in the line of duty.
* Fires across the United States accounted for an estimated $6,254,000,000 in property loss.
* Property loss in residential fires alone accounted for an estimated $3,042,000,000 damage.
* Indirect losses from fire accounted for an estimated $15,000,000,000.
* Fire departments across the United States attended 2,988,000 fires.

The nation's fire problem continues to be serious and deserves federal involvement. The following point should be considered when identifying an appropriate federal fire focus:

- o The nation's fire problem demands a separate and identifiable agency, within the federal government, which will commit its total resources to assisting the existing fire protection community to serve the public needs and interest on a day-to-day basis.

- o The public interest can be served best only if fire is recognized as a continually occurring problem. The day-to-day aspect of this problem, its magnitude and its effects are vastly different from the problem of intermittent disasters.

- o Not only must a national focus on fire be maintained and strengthened, but it must not be diffused or subordinated to the other disaster priorities of FEMA.

- The National Fire Academy must not be subordinated to any other part of FEMA's programs. The fire programs should receive the highest degree of priority, in keeping with the continuing magnitude of the fire problem and the large continually operating constituency of approximately two million fire service personnel. These persons include fire personnel, thousands of building officials, architects, engineers and hundreds of educators who teach the fire sciences. Through the academy and its system, new and transferrable technology, results of research and sound practices would be spread nationwide.

- The fire technology programs must be continued with concentration on solving current problems. An example of a project of vital importance and promise that already has been initiated is the development of the "protective envelope" for fire fighters.

- The national focus must deal directly with, and be responsive to, the state and local fire protection community. Regionalization of this fire focus will decrease its ability to deal with the daily fire protection needs in a cost-effective manner.

- There is a potential decrease of emphasis on fire safety and prevention with respect to the small fire incident which can occur in a disaster-oriented agency such as FEMA. The home is cumulatively the most dangerous to human life. Residential fires claim more than 6,000 persons annually. These fires are not spectacular and often property losses are low. Nevertheless, it is the homeowner and individual family that suffers most and more often from fire. Private residences are at the heart of the fire problem. The priorities needed here are vastly different from those required for a potential hurricane, and these must be kept in proper perspective.

- Full recognition should be given to the fact that, in any disaster, there is always an immediate involvement of the fire service, even when fire is not involved directly. The fire service of the United States has two million members which are capable of immediate mobilization. They also constitute the nation's primary rescue service. For these reasons, the role of the fire service must be preserved.

Since the creation of the U.S. Fire Administration, the IAFC has enjoyed the opportunity to work closely with the fire administration and the National Fire Academy. This relationship has been one of mutual support for the benefit of the fire service. We believe it is essential that dialogue be maintained between the fire service and the U.S. Fire Administration and FEMA.

The members of the IAFC, therefore, believe that the U.S. Fire Administration and the National Fire Academy should remain a major and distinct element of the Federal Emergency Management Agency. A strong organizational relationship is necessary between the Federal Emergency Management Agency and the U.S. Fire Administration to mitigate the fire problem effectively. The fire administration should assist the fire service by providing technical assistance to help us do our job more effectively, but not act as a regulatory federal agency intruding into the affairs of local government.

The IAFC has been engaged for many years in activities to define clearly the legitimate federal role in local fire protection and disaster response. During the 1960's, the members of the IAFC adopted resolutions approving civil defense plans for the fire service· supported creation of a division of fire technology in the Commerce Department and federal fire spokesman; supported federal funds for fire research and staff and command schools; and, supported civil defense proposals for national nuclear fire leadership training.

In the area of federal legislation, the IAFC was active in the passage of the Fire Research and Safety Act of 1968 which established the National Commission on Fire Prevention and Control Act of 1974; participated in the selection of the National Fire Academy site in Emmitsburg, Maryland; supported the transfer of the United States Fire Administration to the Federal Emergency

Management Agency; and continuously engaged in efforts to secure adequate funding for the United States Fire Administration.

From this perspective of involvement with federal programs, the membership of the IAFC is convinced that the United States Fire Administration and the National Fire Academy have made significant progress in addressing the national fire problem. The IAFC supports the existing U.S. Fire Administration programs and any effort to reduce these programs is unacceptable to the members of the IAFC.

In 1978, our former president, Chief John L. Swindle, appeared before congressional committees to support President Carter's Reorganization Plan No.3. At that time, and I might add, after long and deliberate negotiations, both within our association and with President Carter's staff, the members of the International Association of Fire Chiefs supported the reorganization effort because we felt it would benefit the fire service. This support was based on the following reasons:

1. To provide a separate and identifiable federal agency which would commit its total resources to assist state and local fire protection efforts in dealing with the nation's fire problem.

2. To ensure that the national focus on fire would be strengthened and not diffused or subordinated to disaster-related activities.

3. To ensure that FEMA and the USFA would be responsive to, and deal directly with, the state and local fire protection community.

4. To establish a National Fire Academy and related system to provide direct assistance to state, local and college fire training and educational programs; and, a quality outreach program to the fire community.

5. To ensure that FEMA and the USFA would maintain emphasis on fire safety and prevention.

6. To ensure that fire research and technology would concentrate on current fire problems.

7. To ensure that FEMA and the USFA would not have regulatory capabilities with the power to intervene in the affairs of state and local government.

8. To ensure that FEMA and the USFA would preserve the role of the fire service and would continue the dialogue with the fire service in matters of mutual concern.

Mr. Chairman, in working with President Carter's Project Team, we were assured that the transition of the U.S. Fire Administration to FEMA in no way would inhibit the integrity focus, mission and effectiveness, or the authorities and responsibilities of the fire

administration as identified in Public Law 93-498. I believe that Congress expressed similar concerns and received the same assurance. With this in mind, the International Association of Fire Chiefs fully endorsed and supported the proposed reorganization plan.

In early 1981, Chief Jack Lee, then chairman of the Joint Council of National Fire Service Organizations (JCNFSO), developed a position paper regarding the relationship between the fire service community and the Federal Emergency Management Agency. I believe that one point is worth mentioning again:

> "Fire prevention and control is accepted as a local responsibility. The U.S. Fire Administration (USFA) was created by Congress at the urging of the American Fire Service to provide a critical, coordinating, cost effective linkage among all federal, state, local and private agencies and organizations responsible for fire prevention and control. This is still, and should continue to be, the primary function of the USFA."

Recently, comprehensive emergency management and emergency responder have become part of the vocabulary of emergency organizations and FEMA. But the reality of comprehensive emergency management and emergency response is not new to the fire service. The nation's fire service historically has been the first to respond to emergency situations threatening life or property, including man-made or natural disasters. Therefore, the nation's fire service, serving as an emergency first responder, is the

primary operational constituency of the Federal Emergency Management Agency as well as the U.S. Fire Administration.

With the President's interest in civil defense and crisis relocation planning. I believe it is in the best interest of the nation to have a well-organized and operationally efficient fire service. The nation's fire departments have the organization, training, personnel, equipment and communications systems to respond to large-scale disasters. When an emergency incident occurs, large of small, the fire service is called upon to handle the emergency response.

It seems inconsistent for the Administration to call for increased efforts to civil defense, and, at the same time, call for the elimination of the fire administration. Clearly, the fire service and the U.S. Fire Administration have a significant role to play in the response to, and recovery from, a natural or nuclear disaster.

With our involvement over the years in the establishment of the U.S. Fire Administration under Public Law 93-498 and the creation of the Federal Emergency Management Agency under the President's Reorganization Plan No.3 of 1978, two points are clear:

- o The intent of the U.S. Congress was to have a U.S. Fire Administration and National Fire Academy with their own identity and mission.

- The nation'a fire service, approximately 1½ to 2 million persons, supported the establishment and maintenance of the U.S. Fire Administration and the National Fire Academy.

Now it appears that individuals in the current administration, who have little or no experience in fire protection and emergency services, have decided to use the budget as a tool, and the fiscal crisis as an excuse, to override the clear intent of Congress and a large fire service constituency.

On May 4, 1973, the National Commission on Fire Prevention and Control released its report, titled America Burning. This report was based on approximately two years of effort by fire service professionals, public management officials, the media and Members of Congress. I believe that the findings remain valid and the recommendations sound. This important work should not be overlooked during the debate to restore funding for the U.S. Fire Administration. Certainly, the fire problem is as severe now, if not worse, as it was at the time of this publication.

The FEMA budget request indicates that the National Fire Academy's training and education programs will be continued. We in the IAFC applaud FEMA's efforts to provide specialized training for the nation's fire personnel. Nevertheless, the programs provided by the National Fire Academy are not, and were not, intended to meet the research and development needs of the fire service, and its programs cannot replace the efforts of the U.S. Fire Administration. The training programs of the National Fire Academy are

essential, but equally essential are the U.S. Fire Administration's programs in research, fire fighter safety and health, local government assistance, improved management techniques, and model programs for such specialized areas as emergency medical services management, hiring and promotion testing and increased opportunities for women in the fire service.

The members of the International Association of Fire Chiefs generally support the FEMA budget request as the fire service is affected by many of FEMA's activities involving disaster response and relief, state and local government assistance for emergency planning, and the National Emergency Training Center. However, we are greatly concerned bvy the zero funding for the U.S. Fire Administration in fiscal year 1983.

Mr. Chairman, the members of the International Association of Fire Chiefs firmly believe that assistance to fire prevention and control activities is clearly a legitimate function of the federal government. It also is clear from the legislative history of the creation of the U.S. Fire Administration and FEMA that the U.S. Congress intended FEMA to be responsible for carrying out the mandates of Public Law 93-498, the Fire Prevention and Control Act of 1974.

The members of the International Association of Fire Chiefs respectfully request that you and your colleagues seek restoration of funding for the U.S. Fire Administration and assure adequate funding for the National Fire Academy.

Thank you.

Mr. WALGREN. Thank you very much, Mr. Flinn.
We will turn then to Mr. McCormack.

STATEMENT OF EDWARD H. McCORMACK, EXECUTIVE DIRECTOR, INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

Mr. MCCORMACK. Mr. Chairman, I don't know where to begin. I tried to reorganize the presentation three or four times, and as I keep hearing more I keep reorganizing.

First and foremost, thank you for calling this hearing. Second, that was an eloquent opening statement. We need you as a spokesman for the fire service, and the same for Mrs. Heckler.

It seems as though it was only 8 years ago last month that I was in this same room before Mr. Brown—Congressman Davis, I believe, was chairing the committee—and where Carrye Brown is sitting was John Holmfeld. We begged and pleaded, we need a Federal fire focus. You people came through for us. You gave us a Federal fire focus.

It was not easy. We sat in the room that Don Rheem sits in, Pappy Yokum, myself and Dr. John Holmfeld, for well over a week rewriting the legisltation to get it acceptable and palatable to all. But that was only the second stage, after the National Commission on Fire Prevention and Control had spent well over 2 years studying the need and recommending a 5-year level of funding of $126 million.

Where are we? We are back where we started from 8 years ago. I apologize for having to come here and publicly beg and plead for the fire service of this Nation. But on behalf of the John Liebson from New Mexico and Harry Gaylor from Kansas and George Tocksteen from California and Bob Kerns from Pennsylvania, and Joe Frost and Lou Shay in Massachusetts, we have to, those of us in these organizations that are representing the fire service, have to come and beg and plead with you.

We thank you for taking time from the important issues of today's message in the budget to sit here and listen to our needs. At least it is more than the people that were running the agency of FEMA did. They gave their presentation and got up—I don't know if they've gone to play war games or what they're doing. They leave Chuck Boehne—my apologies, Chuck, and Chuck Lakin. Where are they? The people that we need to talk to aren't here.

Mrs. Heckler said let's get them together in a colloqium. I don't think we're off target with them. They're not listening. They come in here and tell you "We're going to do everything at the National Fire Academy." Baloney. There is no way they can humanly do it.

They come in, the second stage. George Jett who was here, the mastermind of Presidential Reorganization Plan 3—and he scooted, too, because he knew we were going to talk about him. Anyway—and Harold will talk about that. Anyway, they made concessions to us. At the time of transition, Dr. Robert Kupperman, was telling us a year ago January, almost to the minute, what's going to happen with the FEMA agency and what's going to happen with the Fire Administration, because they look upon the Fire Administration as an appendage to FEMA and in a very negative sense.

In any event, we were all together, the U.S. Fire Administration, then the National Fire Academy. They split us. They put the Administration into something and put the National Academy up where it belongs at Emmitsburg. They took the name away from it and called it the National Emergency Training Center. They split it. Now they're talking about putting it back together. Please let them put us back together as a U.S. Fire Administration. If we have to be a separate and identifiable agency of government, let's do that, too, so that the fire service gets a fair shake.

You've got 10 people out in the FEMA regions. Seven of them have been reassigned before coming in here today. We can't even get the money back to use it for fire programs because it is buried in a myriad of accounts and so forth within FEMA.

There are a lot of serious problems. We talked about the big fire in Fall River last week, where there was a church and 30 homes burned. But did we talk about the headlines in the Boston paper on Monday, where there were three fires set by juvenile fire setters in Fall River over the weekend? Did we talk about the 18 people that have died in 10 days up in Baltimore, Md.? Did we talk about 2 days after the President gave a message, which said "Due to the significant decrease in the loss of life and property due to fire, and the increased efforts of the private sector, the USFA will be discontinued in 1983," 2 days later in Mount Lebanon, Pa., two children die in a kerosene space heater fire?

We don't even have a data system that is adequate to track the number of kerosene space heater incidents. The Massachusetts fire chief said they are spending their entire budget trying to fight a tremendous lobby of kerosene people to try and keep them outlawed in Massachusetts. The problems go on and on. They can't be solved by the National Fire Academy. The Fire Academy is mandated and constrained by what it can do in Public Law 93-498, and more recently, under Presidential Reorganization Plan 3. It does not call for the National Fire Academy to be the cure-all of everything. It calls for the National Fire Academy to be the hub of a training and education system, of academic excellence.

Now, I realize there are problems in the Fire Administration. There is probably money that has been misspent. There is probably a lot of misconception about where things will be, because we need to spend large amounts of money now to have end results 2 and 3 years and 5 years down the road. Open learning is one of them. They say $1 or $2 million for only two graduates. Yes. But 10 years from now, there will be 2,000 graduates.

We do have things we need to clear up. We do need in the fire service to get our act together better. But we can't get it together with people that won't sit here and give you the courtesy of listening. I am really insulted, and I feel you people should be, too. We are here to explain what the problems are with the fire service, and more importantly, what the needs are. You people are gracious enough to listen. We thank you and we plead with you to restore the $20 million of funding and let us have a fire program. If they don't want to manage it, we will get the people and make it cost effective and we'll save lives.

Thank you.

[The prepared statement of Mr. McCormack follows:]

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Executive Director

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TESTIMONY OF

THE INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

PRESENTED BY

EDWARD H. McCORMACK, JR.
EXECUTIVE DIRECTOR

IN SUPPORT OF

THE CONTINUATION OF FUNDING

FOR

THE UNITED STATES FIRE ADMINISTRATION

BEFORE THE

HOUSE SUBCOMMITTEE
ON
SCIENCE, RESEARCH & TECHNOLOGY

MAY 25, 1982

Mr. Chairman and Honorable members of the Committee:

My name is Edward H. McCormack, Jr., of Hopkinton, Massachusetts. I am the former Chief of Fire Training and Director of the Massachusetts Firefighting Academy. I submit this testimony as Executive Director of the International Society of Fire Service Instructors on behalf of its 5,000 plus members representing every State in the Union.

The Society is an organization dedicated to the professionalization of the Fire Service Instructor. The membership consists of State Directors of Fire Service Training and instructors in state, municipal, college, industrial and federal programs, as well as volunteer instructors, fire safety educators, training directors and EMS instructors. The Society is a member organization of the Joint Council of National Fire Service Organizations, and is the recognized voice of the Fire Service Instructor.

It is with great concern that I appear before this committee today. As Lou Amabili testified, the fire service of this nation has been fighting for the Federal Government to recognize the needs of the fire service, and do its share of protecting life and property in America from fire for over a decade. To date, however, the only element of Government in our corner has been both branches of Congress.

You may have noted, I used the verb fighting because that is what we have been doing. Fighting with whatever administration was in power, fighting with the various agencies responsible for executing the Congressional mandate on Fire, and fighting amoungst ourselves - not realizing that the strategical game plan of those in power was to divide and conquer.

Round One of the fight began over the Fire Prevention and Control Act of 1968. Upon passage, only the part authorizing the Center for Fire Research was funded. To combat this, the Joint Council of National Fire Service Organizations was founded, and the Council succeeded in having Congress fund the National Commission on Fire Prevention and Control.

Round Two, a few short years later, was the impending veto of what ultimately became PL93-498. Only our forcible entry to the Chambers of OMB caused reconsideration and the eventual passage of PL93-498. At issue, the physical facility of the National Fire Academy.

Round Three saw the President nominate a candidate for the position of Administrator of the USFA, which was unacceptable to the Fire Service. After using a high pressure line the nomination was withdrawn.

Round Four was the appropriation of funds for the purchase of the National Fire Academy. While success took two years, accomplishment was achieved.

Round Five unveiled a game plan within Commerce to decentralize the USFA, which would have weakened its effectiveness. This was a short round, interrupted by the unveiling of the Presidential Reorganization Plan #3.

At the start of Round Six, we kept the flames of Reorganization (PRP-3) to a simmer until we could effectively justify to those working on the plan the needs of the American Fire Service. At the end of the round, we were given certain assurances already

presented to you by Lou Amabili. While we were successful in retaining the position of Administrator USFA, we lost the Deputy Administrator's position, and were not forceful enough to retain the USFA as a separate line item in the FEMA budget. Therefore, its extremely difficult to ascertain exactly what funding is being used to implement the mission of PL93-498.

Round Seven came with transition. The transition report indicated the NFA was an appendage to FEMA, and in a negative sense. It's regrettable that the separate and distinct Federal Fire Focus, which the fire services of tnis nation worked hard and long for, is viewed as an appendage, but we are fortunate that the prior Administrators of USFA were sensitive to the needs and wishes of the Nation's Fire Service.

Round Eight, also associated with Transition, saw a separation of the Single Federal Fire Focus by placing the NFA under the Training and Education component of FEMA instead of maintaining it within the USFA. This separation may have totally integrated the Fire Programs with FEMA, but is not condusive to a comprehensive Fire Program which the Fire Service and citizens of this Nation need and deserve.

Round Nine was a serious and prolonged round. We found the National Emergency Training Center being created and overshadowing the NFA. What a surprise, as we were promised the NFA would house the Emergency Management Institute (EMI), and provide those support services which were logical and financially feasible. As we continued in this round, we became victims of the 12% cut, and for the final blow, were deprived the money promised for the sale of the Marjorie Webster School.

Little did we know, the Administration was saving the death blow for Round Ten, which is the elimination of the USFA. So it's easy to understand that the Fire Service, as fighters, will continue fighting until the round is over.

We realize that if OMB had its way, they would have eliminated both the USFA and NFA. Fortunately, we had FEMA Director Guiffrida fighting for us, and he was successful in saving the NFA. Unfortunately, this is not enough, and not acceptable.

The reasons submitted to Congress for the elimination of the USFA are equally as unacceptable, and about as irresponsible as any we have ever heard. Let's address but a few.

1. The Joint Council of National Fire Service Organizations was formed to create the USFA, and not established after the USFA was created, as was reported in recent testimony before Congress. The Joint Council was not created for, or never will be intended to surplant Federal Support for Fire.
2. The modest reduction in deaths from fire reported to Congress was predictable as a result, in part, of the Federal Programs. Conversely, however, the incidence of fire is increasing, and the continuation of many of the programs initiated by the USFA are still urgently needed.
3. State and local government is already over taxed, and hard pressed to maintain an adequate level of fire protection in many parts of the country. Thinking that any more of the existing State and local monies will be

redirected toward fire is absurd, to say the least. As a matter of fact, if a substantial portion of Fire Protection in America was not provided by volunteers, the Nation's inflation rate would probably already be triple digit.

4. To even contemplate an increase in funding for other elements of FEMA when the Fire Service has been, and will continue to be, the first responder to the thousands of daily responses to peace time, man-made and natural disasters shows the lack of concern for the thousands of individual lives lost throughout the year from fires. The Fire Service is the only non-military service capable of responding immediately in time of need, and as such, should be given greater recognition and attention by the Federal Government.

5. To indicate that many of the programs of the USFA will be handled by the NFA at the National Emergency Training Center (NETC) with no increase of funds or personnel automatically dictates the low level of priority these programs have.
While Fred Villella, Director of the NETC has made great strides in improving the operations of the NFA and has increased both the educational offerings available and greatly increased the student attendance figures with the same or probably even less dollars than ever before, he is certainly not a magician who can

maintain existing and/or institute new programs with no increase in dollars or personnel.

So, Mr. Chairman, we are in Round Ten. The Fire Service last week completed a solidarity meeting in Williamsburg, Virginia, and is solid as a unit. Therefore, we continue in Round Ten as a strong, viable and united fire service, ready to attack the elimination of the USFA as firociously as we attack fire.

Copies of separate resolutions unanimously passed by ISFSI and the Joint Council are attached for inclusion in the record. These resolutions prey on Congress as the referee in Round Ten to decide in favor of improved life and property safety for every citizen in America by unifying the Federal Fire Focus with the USFA and NFA as a single element within FEMA to carry out the mandate of PL93-498 with not only the existing, but increased levels of funding and personnel.

The resolutions attached contain specific, programatic statements and priorities, and we would be willing to provide additional supportive material if requested.

In closing, Mr. Chairman, we need your help - the Fire Service and every citizen. In these times of spiraling inflation, we need the Federal Fire Focus with adequate funding and personnel more than ever. And, Mr. Chairman, if we are not successful in this venture, as we expect to be, please submit for us the required legislation to restore the provisions of PL93-498 as a separate and independent agency of Government.

Thank you for the opportunity to appear before your Committee and restoring our faith in the Government process. We stand ready to help you, the President, FEMA Director Guiffrida and Congress in putting a stop to "America Burning".

INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

POSITION PAPER

AS UNANIMOUSLY ADOPTED AT THE ANNUAL BUSINESS MEETING IN MEMPHIS, TN

MARCH 21, 1982

The International Society of Fire Service Instructors hereby urges President Reagan, Congress and FEMA Director Louis Guiffrida to:

1. Immediately restore the visibility and funding level of the National Fire Academy to $8,000,000 and provide a plan of action for increased visibility, funding and staff to carry out the Congressional mandate establishing the National Fire Academy.

2. Maintain a representative in each of ten FEMA regional offices whose sole responsibility is impacting on the nation's fire problem.

3. That there be provided within FEMA, a Federal Fire Focus to coordinate the programs as identified by the ISFSI Board of Directors and currently being carried out by the USFA funded to a level of not less than $4,000,000 with not less than 35 full-time employees (FTE's) and that the NFA shall, through its field program, have delivery responsibilities for any courses developed by the Federal Fire Focus.

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INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

POSITION PAPER

UNITED STATES FIRE ADMINISTRATION

March 27, 1982

Word that the United States Fire Administration (USFA) is not to be funded in fiscal year 1983 comes as great shock to the International Society of Fire Service Instructors. It is the feeling of the Board of Directors of ISFSI that all efforts should be made for the continued funding of the USFA.

To this end, the Board of Directors has reviewed in detail the goals, objectives and milestones for the USFA as provided by Administrator Thompson at the last Joint Council meeting.

It is the Board's feeling that the goals and objectives listed need to be prioritized to be consistent with the recommendations of "America Burning" and contemporary needs.

The following is the priority listing which the ISFSI Board of Directors would support.

GOAL 1. Reduce the risk of fire through public education

Goal: Public fire education has demonstrated the capability to reduce fire loss by 60 to 80 percent when programs are targeted to high risk groups and specific fire problems. Working through a fire education resource network of state and local fire educators, educational methodologies and materials are disseminated in response to local needs. New mass communications technologies are being adapted to this mission. Additionally, the methodologies used successfully in fire prevention education are being studied for application to the broader Federal Emergency Management Agency (FEMA) mission of emergency and disaster readiness and response.

OBJECTIVE: 1. Maintain capability of fire education resource network to deliver public education programs and materials.

OBJECTIVE: 2. Encourage the purchase of smoke detectors for unprotected householders through a national public education campaign.

OBJECTIVE: 3. Develop five Media Kits targeted at reducing specific high-risk home hazards and reinforce the media information through home safety surveys.

OBJECTIVE: 4. Provide target fire safety information to high-risk populations, particularly pre-schoolers.

OBJECTIVE: 5. Provide information on improving fire safety in institutional occupancies.

OBJECTIVE: 6. Establish a program to minimize counter-productive behavior in emergency situations by development of procedures for the management of mass media communications.
This objective is not understood, and needs explanation.

GOAL 2. Improve Fire Safety by Accelerating Refinement and Improvement in Residential Detection and Supervision Systems

Goal: Lives and property can be saved from fire by residential sprinklers, smoke detectors, and Automatic Remote Residential Alarm Systems (ARRAS). To perfect the technology associated with residential sprinklers, USFA has put together a partnership consisting of industry, the fire service, and non-profit research labs, and standards groups to help develop and promote the use of residential sprinklers. Smoke detectors are effective, but they must be installed and maintained; this is the subject of a major public education effort. Finally, remote residential alarms must be evaluated to determine how they can best be improved and research and utilization made widely available.

OBJECTIVE: 1. Promote listing by an approved testing laboratory of quick reaction sprinkler heads for residential and light hazard use.

OBJECTIVE: 2. Conduct studies to improve performance and reduce the cost of residential sprinklers.

OBJECTIVE: 3. Conduct studies to overcome obstacles to introduce sprinklers for residential use.

OBJECTIVE: 4. Take steps to promote the use of sprinklers in residences.

OBJECTIVE: 5. Evaluate and stimulate the improvement of smoke detectors.

OBJECTIVE: 6. Take steps to promote the use of smoke detectors in residences.

OBJECTIVE: 7. Evaluate performance of at least one ARRAS system and publish results in 1983.

GOAL 3. Design and Implement Programs to Improve Firefighter Safety and Health

Goal: Firefighting continues to be one of the most dangerous occupations. It can be made safer by improving firefighting protective outfits, tools and equipment and placing needed emphasis on firefighter training and physical fitness programs.

OBJECTIVE: 1. Test and evaluate improved protective clothing developed under Project FIRES, including breathing apparatus and radio communication systems.

OBJECTIVE: 2. Promote physical fitness programs for firefighters.

It is felt this is already done.

OBJECTIVE: 3. Field test the use of acceptable personal distress devices in a major fire department and develop performance standards.

It is felt this should be done by the private sector, but not by manufacturers.

OBJECTIVE: 4. Develop a health surveillance system for use by fire department physicians and safety officials to identify causes of job-related illnesses leading to premature deaths and disabilities.

Needs change to include annual blood-giving.

OBJECTIVE: 5. Produce a series of publications and sponsor research that will aid local fire departments in furthering safety and health programs.

Should be done by private sector.

OBJECTIVE: 6. Continue programs on high-priority firefighter safety and health issues.

OBJECTIVE: 7. Obtain and analyze improved firefighter casualty data suitable for designing prevention and control programs in firefighter safety and health.

OBJECTIVE: 8. Improve tools, equipment, protective gear, and other technological and engineering systems used by the fire service to deal with non-fire emergencies, such as radiological emergencies and hazardous material spills.

FEMA and not USFA money should be used for this effort.

GOAL 4. Reduce the Frequency and Severity of Fire Through Improved Fire Prevention and Enforcement of Codes.

Goal: The purpose of this program is to develop and disseminate model effective fire prevention programs and to determine how codes may be better administered and enforced. Work is ongoing to research and develop guidelines for local governments to select and administer code programs and to help them conduct fire prevention programs.

OBJECTIVE: 1. Research procedures to remove legal obstacles to effective enforcement of codes.

OBJECTIVE: 2. Assist local government to select and implement effective code enforcement program.

OBJECTIVE: 3. Research and develop innovative ways to enforce code programs and to make new codes retroactive to cover existing structures.

OBJECTIVE: 4. Research and determine sprinkler trade-offs for FY 83 (September).

OBJECTIVE: 5. Develop a fire prevention/inspection program that can be successfully implemented in communities served by volunteer citizens.

Should be in Public Education.

OBJECTIVE: 6. Develop a comprehensive fire loss reduction program that includes guidelines for fire loss management, staffing, training, inspection procedures, code enforcement, arson mitigation and public education.

OBJECTIVE: 7. Establish a nation-wide fire prevention/loss reduction contest to motivate greater community participation in fire prevention/safety activities and thereby reduce loss.

NFPA already has one.

OBJECTIVE: 8. Publish Fire Technology Abstracts.

GOAL 5. Determine the Magnitude and Characteristics of the U.S. Fire Problem

Goal: Making responsible and accurate fire protection decisions at every level of government and in the private sector requires detailed data and accurate analyses of the fire problem. By working with the private sectors, USFA can pinpoint both problems and opportunities and help to identify solutions.

OBJECTIVE: 1. Maintain and improve the National Fire Incident Reporting System (NFIRS).

OBJECTIVE: 2. Prepare and publish annual national estimates of the magnitude and characteristics of the U.S. fire problem. This will include Fire in the United States (revised format) and special reports.

It is felt that USFA Goal 2 should be Objective 3 of this Goal.

OBJECTIVE: 3. Help public and private agencies use available information to make better fire protection decisions.

Because better information exists on the fire problem, more action to reduce fire death, injury and loss is now possible. Emphasis here is placed on helping state and local governments develop easy to understand data displays which motivate people to act.

GOAL 6. To Increase the Capability of the Fire Service to Mitigate the Consequences of Local Emergencies and Disasters

Goal: Fire Service is the key local service for emergency and disaster response. However, local fire protection planning is not always taken into account in programs and planning activities sponsored by FEMA at the state level. This activity is directed toward coordinating state and local fire service planning with state Office of Emergency Services Planning. Also, the fire service needs assistance in dealing with non-fire emergencies, such as medical, hazardous material spills, radiological emergencies, etc.

OBJECTIVE: 1. Establish operational procedures for fire service agencies with major responsibility for emergency responses.

OBJECTIVE: 2. Assist fire departments in developing and improving information management and decision support systems.

OBJECTIVE: 3. Examine feasibility and costs of expanding NFIRS to handle data on other emergency incidents.

Belongs as Goal 5 of NFIRS

OBJECTIVE: 4. Develop new research-based information to assist fire departments in operations and management. This includes information on cost-effectiveness of policies, practices and personnel levels in suppression, prevention and otner fire department activities.

Belongs in personnel management

OBJECTIVE: 5. To improve the management and resource planning of Fire Department Emergency Medical Services.

Should be a joint effort.

OBJECTIVE 6 SHOULD GO TO NFA.

OBJECTIVES 7 AND 8 ARE STRICTLY ADMINISTRATIVE.

OBJECTIVE: 9. Establish a working relationship with representatives of the industrial fire protection community to determine programs that will assist private enterprise with their efforts of self-help fire loss reduction.

GOAL 7. Reduce Arson Loss Through Improved State and Local Capabilities for Arson Prevention and Control.

Goal: Arson is the fastest growing crime in the United States. FEMA has been assigned, by Congress, the role of coordinating federal anti-arson programs and for developing Arson Information Management Systems which permit the exchange of information and data among law enforcement, fire investigation, insurance and prevention agencies.

OBJECTIVE: 1. Provide coordination of federal anti-arson programs.

OBJECTIVE: 2. Provide technical assistance to state and local governments to improve anti-arson programs.

GOAL 8. Assist the Fire Service in Improving Personnel Management Procedures and More Effectively Utilizing Personnel Resources.

OBJECTIVE: 1. Assist fire departments in building effective management teams.

This should be done at the NFA.

OBJECTIVE: 2. Develop a program to assist the fire service in firefighter selection procedures and personnel management.

OBJECTIVE: 3. Improve the use of personnel resources in the delivery of fire prevention and emergency response services.

GOAL 9. Improve Fire Safety of Products and Systems Associated with the Ignition and Propagation of Fires

Goal: Technical evaluation of fire loss data can determine the extent and nature of hazards and recommend appropriate remedial action. This information is used by voluntary standards organizations, such as ASTM and NFPA, to develop standards that are cost-effective and respond to real-life hazards. It has been used to stop unnecessary regulations as well as to stimulate needed ones. Papers have been presented to the plastics, wood products, chemical, and textile industries and industrial associations, among others, highlighting aspects of the fire problem which either they can solve through application of their products or through increasing the safety of their products and materials. This activity also produces Fire Technology Abstracts, the only national compendium of abstracts of literature relating to fire technology.

THIS SHOULD BE THE PRIVATE SECTOR'S RESPONSIBILITY.

OBJECTIVE: 1. Identify major problem products and design corrective programs.

OBJECTIVE: 2. Disseminate results of fire hazard evaluation.

Joint Council of National Fire Service Organizations
Resolution
Supporting United States Fire Administration/National Fire Academy

Whereas, the fire problem in the United States remains at an unacceptable level, and

Whereas, the United States Fire Administration and the National Fire Academy have developed and implemented programs to initiate the reduction of losses from fire, and

Whereas, continued effort at the national level is necessary to reduce the losses from fire, and

Whereas, the American Fire Service is the first line of defense at the local level, and

Whereas, these local efforts require coordination and assistance from the Federal level, and

Whereas, the Federal government has been charged with this responsibility by Congress in the Federal Fire Prevention and Control Act of 1974,

Now, therefore, be it resolved that the Joint Council of National Fire Service Organizations requests that the President of the United States and Congress continue to support the following national goals:

1. Maintain and enhance the national fire focus to assure the continued integrity, emphasis and effectiveness of the fire prevention and control program authorized public law 93-498 to the continued funding of the United States Fire Administration and the restoration of the visibility of the National Fire Academy.

2. Reduce the risk of fire through public fire safety education by developing communication between the fire service and the public to eliminate the apathy of the public toward the fire problem. Since fire deaths have usually occurred when the call for help is transmitted to the fire department, self-survival techniques must be developed and disseminated to the general public.

3. Improvement in residential detection and protection systems by promoting national acceptance and installation of residential protection systems as a major weapon in the fight against fire and fire death.

4. Design and coordinate programs to improve firefighters health and safety.

5. Reduce the frequency and severity of fire thru the development of model programs for the adoption, administration, management and enforcement of ordinances and codes designed to protect the public from the ravages of fire.

6. Increase the capability of the fire service to mitigate the destructive consequences of fire and other local emergencies and disasters.

7. Increase the effectiveness of anti-arson efforts at the Federal, state, and local levels thru technical assistance, coordination and development of model programs for investigation, administration and enforcement.

8. Continue to evaluate the magnitude and characteristics of the United States fire problem in order to assist public and private agencies in making sound fire prevention and control management decisions thru the maintenance and improvement of a national fire incident reporting system.

9. Assist the fire service to effectively utilize resources through improved management procedures.

10. Provide national focus and coordination of private and public development programs, products and other initiatives for fire prevention and control.

11. The National Fire Academy increase programs of higher education opportunities for fire service personnel and increase assistance to state and local fire education programs for upgrading the professional knowledge, abilities and skills of all disciplines associated with fire prevention and control.

Mr. WALGREN. That is a powerful statement.
Mr. Smith.

STATEMENT OF ROBERT B. SMITH, EXECUTIVE SECRETARY, FIRE MARSHALS ASSOCIATION OF NORTH AMERICA, SPEAKING ON BEHALF OF THE NATIONAL FIRE PROTECTION ASSOCIATION

Mr. SMITH. Mr. Chairman, I am at a bit of a loss. I, too, was very impressed with your opening statement and felt that you took care of almost all of the concerns that we have, but then the spontaneous response from the gentleman here on the end has overwhelmed me, so I am going to revert to my prepared statement. It is very brief, and I will be happy to answer any questions afterward.

I am director of Government affairs for the National Fire Protection Association. NFPA appreciates the opportunity to speak in conjunction with other representatives of the Joint Council of National Fire Service Organizations at this hearing. The NFPA strongly supports the continuation of the U.S. Fire Administration and requests this committee's serious consideration of efforts to see that the Federal focus on fire is not abolished.

The NFPA, since its inception before the turn of the century, has been looked upon as the Nation's public advocate for fire safety. In this role, the association was an active participant in the National Commission on Fire Prevention and Control, which produced the report "America Burning" that lead to the establishment of what is today the U.S. Fire Administration.

The NFPA has followed closely the activities of this agency and has, from time to time, provided constructive testimony at authorization and appropriation hearings regarding the accomplishments of the U.S. Fire Administration. The U.S. Fire Administration has evolved into an important asset assisting State and local government and the private sector in increasingly effective efforts to resolve the Nation's fire problems.

May I call to the committee's attention just one example of effective programs of the U.S. Fire Administration. The USFA, working in close harmony with manufacturers, other associations, local fire departments and other interests, successfully evaluated the concept of fast-acting residential sprinkler systems. As a result of this joint effort, today we have available on the market for the first time a fast-acting sprinkler head which will revolutionize the fire protection available for our own homes.

May I add that as a result of this effort, data collected through this evaluation has been incorporated in the National Fire Protection Association's most recent standard for the installation of residential sprinkler systems, thus making available to all our citizens a national standard for this greatly improved protection method.

Mr. Chairman, if I could, last week we had our annual conference in San Francisco, where among other things this sprinkler head and this concept was demonstrated. One of the demonstrations involved the setting up of a living room scene, if you will, and starting the scenario, as is very common to many of us in the fire service, a trash can catching on fire and igniting the sofa. In this case, the very attractive mayor of San Francisco was sitting on the

sofa along with the fire chief. I am certain he had some very serious interests in this demonstration. These people sat there while the fire progressed, igniting the sofa, and then this new concept of residential protection, the sprinkler head went off and extinguished the fire while the folks were sitting on the sofa. We feel this is a revolutionary step forward and one that certainly would have been at least 5 years down the road if it hadn't been for the coordination, the pulling together by the Fire Administration, of all the interests here to get this program moving and get it to where it is today, a product on the market

The continuation of coordinated efforts such as this with State and local governments and the private sector are necessary if this Nation is seriously interested in reducing its current worldwide unreasonably high disproportionate lead in fire deaths and property loss.

The NFPA requests that this committee give consideration to whatever steps are necessary to see that the U.S. Fire Administration, as an identifiable focal point at the Federal level for fire loss reduction programs, be maintained.

I will be happy to answer any questions you have, sir, and provide any additional information for the record.

Mr. WALGREN. Thank you very much, Mr. Smith. We appreciate that testimony.

[The prepared statement of Mr. Smith follows:]

NATIONAL
FIRE PROTECTION
ASSOCIATION
INTERNATIONAL

Statement

of

Robert B. Smith
Director of Government Affairs
National Fire Protection Association

Regarding the Oversight Hearing
on the

United States Fire Administration
and the
Federal Fire Prevention and Control Act of 1974

before the

Science, Research and Technology Subcommittee
Science and Technology Committee
U. S. House of Representatives

May 25, 1982

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I will be happy to answer any questions you might have at this time or provide additional information for the record if you so desire.

Thank you, Mr. Chairman.

Mr. WALGREN. Mr. Schaitberger.

STATEMENT OF HAROLD A. SCHAITBERGER, LEGISLATIVE DIRECTOR, INTERNATIONAL ASSOCIATION OF FIREFIGHTERS, AFL-CIO-CLC

Mr. SCHAITBERGER. Thank you, Mr. Chairman.

We have submitted a statement for the record, and as I understand, it will be included in the record in its entirety. Therefore, I would like to summarize and really focus in on three or four areas that we feel are essential and extremely important for the committee to consider.

I would also like to start off, as my other colleagues, by extending the appreciation of our organization, and its 175,000 members, to you and to this committee, certainly Mr. Brown in past years, and Mrs. Heckler and other members of this body, for their past interest and support and their current interest and hopefully continued interest and support for the Nation's fire services.

Our members will certainly be particularly pleased and interested in your remarks, Mrs. Heckler, concerning firefighter safety and health, one of the highest priorities of our organization.

I think what I would like to do, though, is discuss a little bit of the history of the creation of FEMA, because I think it is important to consider. I think most of us here and the organizations we represent really feel violated by FEMA in a way. It wasn't but about 3 years ago that the past administration, this Government, brought to the Nation's fire service and to this Congress an idea that the emergency related functions of the Federal Government were too dispersed and were separated throughout many departments and agencies, and that it would be wise and would be cost-effective to bring them together and put them under one umbrella so that all emergency related functions could be coordinated together.

The Government and the administration sought the fire services' support primarily because we had the constituency, the constituency that's affected, the constituency which is really called upon whether it is man made or natural disaster, the one that is always called upon first to respond. I think also, very candidly, the constituency which is in contact with you people, the people that can communicate the wishes of the people at home to you, our Representatives.

We also worked very closely with many of your staffs who were concerned about this concept, for various reasons. Certainly one of the reasons was the possibility of the loss of identity and focus and integrity of the Nation's fire program, and the Federal Government's role in that program. So, with that, those of us at this table entered into negotigations—I guess you would have to call them, although I don't know whether such term is officially appropriate—with the reorganization officials of the last administration, which included Mr. George Jett, who is now the general counsel at FEMA, Mr. Greg Snyder and others.

Those negotiations were very simple. That was to see what agreements could be reached with the Nation's fire organizations to help solicit our support for the reorganization plan which would create

FEMA, and in trying also to communicate that support to the Members of Congress and their staffs.

We had one single voice at that time, and we had really one single concern—although there were many elements—and that was that the Fire Administration and the fire problem remain an integral and identifiable agency within the new administration; that it have its own Administrator, it's own autonomous programs, that it's research elements, its public relations elements, its public education elements and its education and training elements not be dismantled and dispersed into a larger organization; that the fire service could identify and look toward a national fire agency for continued help and support.

We were assured of that. We were assured of that in writing, and this Congress was assured of that in the reports and deliberations that created FEMA. And now, just a couple of short years later, the agency which we really felt we helped to create in order to provide this Nation's citizens with a better overall emergency protection program from natural and manmade disasters, is the very agency that wants to eliminate us.

I think also as disturbing is what appears to many of us as the administration's disregard for the Congress intent and, more importantly, the Congress authority. It is clear that in the Fire Prevention and Control Act of 1974 the Congress told the Federal Government, whatever administration happened to be in power, to carry out the functions of that act and to carry them out through the U.S. Fire Administration and a National Fire Academy. Now, however, through the new budgetary process, we have an agency that is really usurping the powers of Congress and undermining those powers, in our opinion.

I would draw your attention, for example, to a comment that occurred not 2 weeks ago in the other body during hearings, in which Senator Glenn of Ohio questioned Mr. Giuffrida in all sincerety as to why he really wanted to eliminate the U.S. Fire Administration. Mr. Giuffrida's answer was, "We're not eliminating the Administration; we're just not asking for any funding for it."

After a moment of laughter, Mr. Glenn then proceeded to remind Mr. Giuffrida that that was a very serious statement he had made, and that he, certainly, and he didn't believe the Congress, would stand for any administration, agency or official of the administration, to undermine the powers of Congress by utilizing budgetary methods. We would ask you to take a look at that very seriously.

I would only like to mention two other quick things. I know it has been a long day for you and probably you have some questions. But I would like to remind you that Mr. Villella earlier today went into great detail on how he was going to transfer the functions over to the Academy, that we were still going to have our focal point and our identity, that this was really a transfer.

Through questioning, though, it is interesting to note—and I am sure you have recognized it—that last year the Academy had about $7.5 million to operate, this year approximately $8 million. Taking into account any inflation factor, it is quite obvious they haven't transferred any money for the carrying out of any additional programs. They will really be lucky if they can continue the Fire Academy programs that have been conducted in the past.

In answer to one other question that has been asked here today, "what has been the real impact of this agency", I was a professional firefighter on line for 12 years and the equipment you were shown earlier, if nothing else has been accomplished by this administration—which certainly is not the case—that is worth the very few million dollars that has been expended. If you have worked in fires with the old canvas coats, the old helmets, 30 pounds of self-contained breathing apparatus—which sounds a little dramatic, but that is the case—about 70 pounds of equipment, approximately the same equipment we used 50 years ago, that right there will save lives, will cut down on disabilities, and will allow the public to receive a better and more efficient fire service protection.

So we certainly commend the efforts of the administration and we look forward to you hopefully finding it in your wisdom to mandate that funding be allocated for the continuation of the Fire Administration and its programs.

Thank you very much.

[The prepared statement of Mr. Schaitberger follows:]

96-134 O—82——9

TESTIMONY

before the

SCIENCE, RESEARCH AND TECHNOLOGY SUBCOMMITTEE

of the

HOUSE SCIENCE AND TECHNOLOGY COMMITTEE

on

U.S. FIRE ADMINISTRATION

May 25, 1982

by the

INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS, AFL-CIO-CLC

Mr. Chairman, members of the Subcommittee, my name is Harold A. Schaitberger and I am Legislative Director for the International Association of Fire Fighters (IAFF), AFL-CIO-CLC, representing approximately 175,000 professional fire fighters throughout the United States and Canada.

First, let me extend my appreciation to you and to the members of the Subcommittee for providing me and my colleagues in the nation's fire services with this opportunity to present our views concerning the U.S. Fire Administration and the Reagan Administration's fiscal year 1983 budget recommendations which call for the elimination of this Federal fire program.

It should be noted that almost seven years of intense work by the nation's fire service organizations and the U.S. Congress elapsed before the U.S. Fire Administration was finally created, and we are proud of the strong and active role that the IAFF played in the Fire Administration's creation and in its subsequent development.

We are pleased to see that the present Administration does recognize the improvements and gains that have been made in bringing our nation's fire problem under some control. However, we are disillusioned and disappointed to see the Administration recommending elimination of the USFA, which has been most instrumental in helping to develop programs and coordinate activities within the fire community, so that the goals set out in the National Commission on Fire Prevention and Control report, America Burning, might be attained.

We have made progress -- but we still have a tremendous amount of work to do in order to bring losses in life, property and injuries caused by fire down to more acceptable levels.

The continued severity of our nation's fire problem demands a Federal focus, and this view is shared by all the fire service organziations appearing before your today. Furthermore, we draw your attention to the fact that since Congress has become aware of the Administration's attempt to eliminate the USFA,

it has begun to react in a positive way. The Congress is sending a message to the Administration conveying its belief and desire that the Fire Administration not only be protected but that it should also be adequately funded.

For example, your own Committee on Science and Technology has already reported out House Concurrent Resolution 288, which clearly states the Congress' continued support and interest in the U.S. Fire Administration. Also, the Senate Commerce, Science and Transportation Committee adopted an amendment to its fiscal year 1983 NASA authorization bill, which not only conveys support for the USFA but also provides that: "The Director shall reserve not less than $20 million of funds appropriated to carry out the functions of FEMA as designated in Reorganization Plan Number 3 of 1978, to conduct the operations of the United States Fire Administration, the United States Fire Academy, and such other functions and responsibilities as are vested in the Director pursuant to the Federal Fire Prevention and Control Act of 1974."

The U.S. Fire Administration must not be eliminated and its funding levels should be maintained, so that it can continue with programs such as:

- Project FIRES, which was initiated in cooperation with NASA to develop improved and lighter-weight fire fighting protective clothing and equipment;
- Fire protection engineering and technology programs, including the development of residential sprinklers; and
- Maintenance of the Fire Administration's Data Center, which has been instrumental in collecting and disbursing information on fire trends and problems.

Additionally, we would like to bring the Subcommittee's attention to the National Fire Academy, and particularly to its Open Learning Fire Service Program, which is specifically geared toward the working fire fighter.

The Open Learning program is a higher education project which provides access to a college education to all fire service personnel in this country. The project is run in conjunction with selected colleges and universities, offering college credits and degrees in fire administration and fire prevention technology. It should be noted that students registering for the program pay their own way and receive no tuition subsidies.

Since its inception in 1977 we have witnessed the flowering of this program, with eight courses now being offered to over 900 registrants by nine accredited colleges and universities. The completed Open Learning program calls for the development of a minimum total of twelve three credit hour courses.

Continued support for this program is absolutely essential so that the minimum number of courses -- twelve -- which have been promised to the universities can be developed. Without the minimum twelve, all students who have started the program will be left out in the lurch, and institutions that have begun introducing the new curriculum will be forced to reverse and stop their efforts.

While the Administration's fiscal year 1983 budget recommendations do include some funding for the National Fire Academy, that funding is so drastically reduced that many of the Academy's projects, including the Open Learning program, are being threatened with extinction.

We would ask the Subcommittee to address this issue in its deliberations and lend its support to the Open Learning program and its further development to completion.

We have submitted a more complete statement of our views for the record, where we set out those areas in which we support the U.S. Fire Administration and also point to programmatic areas where we see the need for change and alteration.

Most important, however, is our strong support for the Congress to take action assuring the continuation of the USFA and the vital fire program it represents.

96-134 O—82——10

Mr. WALGREN. Thank you very much. That is powerful testimony, indeed.

Well, I don't know what I have to add at this point. I think maybe I ought to recognize Mrs. Heckler.

Mrs. HECKLER. I think this has been a really powerful panel. I would like to say to Mr. Flinn that my involvement with FEMA in terms of the Lynn fire occurred just after the fire began, when I went with the Governor to the Executive Office Building and met with the President's advisers and also with General Giuffrida and pleaded for the declaration of a disaster. He was supportive, as was the agency, and it was on that basis that I made the statements I did.

I am not familiar with the fact, and am very surprised to learn, that the fire chief has not been reimbursed for the loss of equipment because that was one of the bases upon which the declaration of disaster was actually announced.

Mr. FLINN. That is correct.

If I may further comment, Chief Scanlon was most appreciative of your intervention, because without that, it probably would not have taken place.

The second part of that is that, unfortunately, at the same time that a meeting was taking place just last week to review, after some agitation on the part of several people, the needs of the fire service and the needs of the community in responding to that fire in November, Mr. Ray LaRossa, who represents the Fire Administration through FEMA in that region, was, unfortunately, having to meet the same needs in Fall River because of their very tragic fire there.

We can go on and on and on with illustrations of the need. Very frankly, as Ed and Harold know, we have been involved in this for so long, and we get so frustrated because we see the need for assistance. We have been there. Every one of us has been in these situations in the past, both as firefighters and now in a position where we can provide this information to this committee. We just get so frustrated at the inability of the Federal Government to respond to an obvious need, obvious to our eyes, and apparently obvious to this committee's eyes. We have applauded Mr. Brown and his efforts over the years, and Mr. Walgren and his efforts over the years, and Mrs. Heckler, your efforts, and Congressman Davis before that, for many years, are all strong advocates for the needs of the fire service, and we just—as Ed has said, we hate to beg, but we're back again.

Mrs. HECKLER. I would like to say that I think there is still a lack of communication. While we deal with you individually, I think there are very few firefighters in my district who know that this committee is involved with this area. In fact, when I mention it, they look at me with expressions of surprise and perhaps disbelief. There has to be better grassroots communications on the subject, because the political clout has not been maximized.

Certainly the horror stories are apparent to anyone who has ever witnessed one of these really serious fires. The headlines glaring with the news of the loss of life and property will shock the conscience. But there is nothing as politically effective as the communications that local constituents can offer. I believe there is a need

for greater awareness on the part of the whole firefighter network to know that their support is important. Their case histories have to be brought to the attention of the White House and the attention of the Congress.

Obviously, our minds are made up on this committee. I would say the support for the sense of Congress resolution indicating our support for the Fire Administration indicates what I would predict to be the support of the House floor. But that is only the beginning, because we cannot say in this era of limited resources that anything is sacrosanct. So, there is a need to continue and, in fact, to maximize the sending of the message to Washington, if we are going to deal with the problems.

I am very serious and I know that my colleagues on this committee are, as well, about the problem of firefighter safety and health. I don't hear anyone speaking to that except in this committee room, and I certainly don't think that the importance of the issue is known in the Congress. I think there is a real need for more information sharing on the part of those in the fire service.

I know that we will probably have a vote very shortly, so I would like to just ask one question.

I think one of the most hopeful signs I have seen has been the introduction of this new, lightweight equipment, and I can see the value of that. I wonder how many fire departments in America now are equipped with this new equipment, these new uniforms? Are they available across America? You're shaking your head, Mr. McCormack.

Mr. MCCORMACK. Not yet.

Mr. FLINN. It is my understanding that there will be up to 20 units produced for field testing. But at the present time none of this equipment is readily available as a unit.

Now, several manufacturers have developed prototypes. The helmet, for instance, has a proprietary material that is now being produced under license to a helmet manufacturer. Some of the technologies in the fabric, it is a laminate of Kevlar and Nomex.

In any event, those materials are being applied to current coats and helmets and other examples of personal protection. But as far as the ensemble as a total unit of protection, it is not currently available except on a very limited basis in probably a dozen or so cities for test purposes, maybe a half-a-dozen units per city.

Mrs. HECKLER. Therefore, the advantage of the lightweight, which would be a major advantage—you described the 70-pound weight of other uniforms—that is not something that the firefighters today are really enjoying?

Mr. FLINN. Not at the present time, that is correct.

Mrs. HECKLER. What is the cost of one of these outfits?

Mr. FLINN. It is my understanding that the price of this total ensemble would be about double the normal price of the figures of 5 years ago. So, if you discount inflation and those effects, then the cost we feel is still within the reach of most fire departments, certainly within the mandate of firefighter safety and health, that it is within the reach of any fire department.

Mrs. HECKLER. I think that's a very important breakthrough.

I want to congratulate the panel. There is much that we could discuss, but I think we share a similar attitude toward the basic

problem, and that is quite clearly before us—the funding resolution. I think we will have to get on the mark and proceed in this committee with supporting the Fire Administration.

Mr. WALGREN. Thank you, Mrs. Heckler.

Mr. FLINN. Mr. Chairman, may I share one final comment?

With me is Chief Douglas Pollington (phonetic), who is the International Association of Fire Chiefs second vice president, and it was his observation as he is sitting with me hearing the various witnesses and the questions being asked by the committee, he said "Isn't anybody against the program?" I said, "Of course, not. How can they be?"

Mr. WALGREN. Mr. Brown.

Mr. BROWN. Gentlemen, I have been, as have the other members of the committee, very impressed with your statements. I haven't been as vociferous on this issue as I have felt like being—and it may be a reflection of old age as much as anything else. But I am deeply disturbed, frankly, at the action taken by the administration.

I am almost led to make a rather radical statement, that they are less concerned about really defending this country from the rigors of catastrophy and emergency than they are in making a political point. Because the rational political justification for this is that it could be done more effectively by somebody other than the Federal Government. You can't have a national focal point without having the Federal Government involved, and as far as the budgetary aspects of it, there is no basis whatsoever for trying to save $5 million by eliminating this, and then adding hundreds of millions to a totally ineffective national civil defense program.

I think some of the testimony that we hear from FEMA almost indicates that they are not so much concerned about protecting this country from a nuclear disaster as they are from using the agency as an instrument of our national military policy. That is, to convince the other side that we really are prepared to undertake a nuclear war. That becomes then an instrument of military policy, but it doesn't do a damned thing to protect the American people.

Now, I am seriously interested in protecting the American people from all kinds of man-made or natural disasters, and I think that we have the beginning framework in the National Fire Administration to begin to do that. I think we have a structure, a process, this emergency first responder concept, in which we can weld together a unified approach to any kind of a disaster, whether it's a nuclear exchange or a volcano or a nuclear plant accident or a major flood, fire or what have you. We could begin to create a viable, effective, life-saving and property-preserving program here if we would merely proceed with commonsense. I just am utterly dismayed at what I perceive here.

This statement is not a question, but let me end it with a question.

Several of you have commented about the significance of this role of the fire service as an emergency first response service, as a sort of integrating concept here to meet a wide range of different kinds of things. Is there anything wrong with this concept? Is there any prevailing attitude that this won't work or that there are insurmountable obstacles to doing it? Because it may well be that

we're going to have to sell this idea much more strongly to FEMA and to the White House, possibly, and OMB, in order to restore the Fire Service to the central role that I think it should have in our total emergency preparedness actions in this country.

Mr. SMITH. Mr. Brown, I think it is being demonstrated every day in each of our communities. If there is an emergency, who is called? I think there is basically only one answer.

Mr. BROWN. Do the rest of your agree with that?

Mr. MCCORMACK. Mr. Brown, I think the fire service has been, for I guess as many years as it has existed, the first responder to any type of incident. In the early days it was the cat in the tree, the person locked in the bathroom, and in this day and age the fire service is being called to the motor vehicle accident, to the incident on the street which may not be fire-related. The fire department has experienced the role of first responder and that seems to be pretty nationally recognized.

As we get more and more involved into the large, hazardous material incidents, as we get to the large-scale disasters, which are becoming more and more every day—the Lynn, Mass., the Fall River, the Anaheim, Calif. fires—where you bring in and working at the scene many, many agencies of government, at the State, county, Federal and local level. The fire department still has, in many, many cases, the lead role.

I think the reaction here from a lot of people is that there are people that are going to get there and take over the role of the lead agency—be it the Coast Guard or be it the EPA or whoever it may be. Where we really need to get is not just with FEMA but we need to get all the agencies together working in this comprehensive emergency management.

This does not lessen the need of the Fire Administration, the National Fire Academy, or the first responder. The role of the fire service—If we go outside the door now at 10 minutes of 5, I don't know what it's like here in Washington, but I can tell you what it's like in Boston. They are talking about spending upteen million dollars to relocate 600,000 people that reside in Boston out to Pittsfield, Mass., which is 200 miles away, in time of a nuclear disaster. They can't get 40,000 people out of Boston at 5 o'clock at night. You know, I don't know how they're going to go about this. But yet the fire service, as the first responder, has got to zero through that traffic and get to the incident.

I think it is really a case of getting more than just FEMA. I think a whole lot of other agencies should be involved in looking at the comprehensive emergency management spectrum, and I don't think it will come to age for a couple of years, really.

Mr. BROWN. Maybe I should make a suggestion that isn't all that facetious, and that is that the professional and volunteer firefighters of this country ought to focus on their role as the major disaster response agency in this country and try and eliminate FEMA——

Mr. FLINN. We've thought about that, too.

Mr. SCHAITBERGER. We've had second thoughts about creating it in the first place.

Mr. BROWN. I think that's where we are really going to achieve the job of preserving lives and property in the event of any disaster of any kind, and I see new types all the time.

We had a major chemical spill, which the chemical turned out to be gasoline, in a tunnel in San Francisco a few weeks ago, which resulted in large-scale death and destruction. Of course, since it resulted in a fire anyway, it was a problem for the fire department, the fire service. But it was a chemical spill problem and we're going to have many more of these kinds of things, and we have got to develop coordinated, multihazard types of approaches to it with the fire service as the core of that response.

Mr. FLINN. If I may, sir, in response to your question and this statement, I don't think that any of us in the practicing fire service knew we were first responders until FEMA said we're first responders. We always thought of ourselves as fire departments serving our community in a variety of needs. The need is becoming highly technical and complex, and we can't answer all of our needs on a local basis.

I am the deputy fire chief of a combination fire department. I have 87 full-time fire fighters and 50 volunteer fire fighters. We have the need to respond to such emergencies as rapid rail transit. The Silver Spring Metro station is in our jurisdiction, which parallels within 10 feet the principal B. & O.–C. & O. line. I don't even want to begin to think about a propane car detrailing in the Metro station in Silver Spring, because within a half-a-block of the station there is also a complex of high-rise apartments occupied principally by senior citizens, not to mention the central business district, not to mention the 10 square miles of residences that total some 85,000 people, which includes 15,000 apartment units.

In addition to that, we are charged with the need to extricate those on the interstate freeways that are trapped in automobile accidents. We have to respond to the environmental spills. In the meantime, we have to attend to the prehospital emergency medical needs of our citizens through basic and advanced life support.

In our spare time we are doing such things as citizen CPR training and high blood pressure screening, fire safety education, bilingual fire safety education programs. We get involved in fire safety education in high-rises, so when your hotel does catch fire you know what to do and not get killed. We are in code enforcement. The list goes on and on, the litany of need, and in the meantime we are also trying to suppress fires in the one- and two-story buildings.

We need help, and the help is not unique in Silver Spring. It is common in Texarkana, in Camden, Arkansas, in Butte, Mont. and so forth.

Mr. BROWN. I don't want to continue to belabor it, but it seems obvious that we are facing a period of increasing complexity of the job, of a much wider range of activities, of increasing importance of the function, and that this cannot be done in a responsible, efficient, integrated national way without the kind of focus provided by the Fire Administration. I think you have made that point very clear.

Thank you very much.

Mr. WALGREN. Thank you, Mr. Brown.

On behalf of the committee, I want to thank and say how much we do appreciate your coming back and back and back. For our part, we intend to work with this record that has been created here today and the points that you have made will not evaporate with the sound of our voices. So thank you very much, gentlemen.

Mr. MCCORMACK. Thank you.

Mr. FLINN. Thank you, sir.

Mr. WALGREN. The subcommittee is adjourned.

[Whereupon, at 5:00 p.m., the subcommittee was adjourned.]

APPENDIX

A. Testimony for the Record

T E S T I M O N Y

P R E S E N T E D

T O T H E

S U B C O M M I T T E E O N

S C I E N C E , R E S E A R C H A N D T E C H N O L O G Y

U. S. H O U S E O F R E P R E S E N T A T I V E S

MAY 25, 1982

Earl R. Moser
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Camp Hill, PA 17011

Tele: (717) 761-1137

Mr. Chairman and members of the Committee. I wish to thank you for permitting me to present my views on continued funding of the United States Fire Administration and the United States Fire Academy. I regret my work schedule does not permit me to appear in person.

To give you a little background. I am Earl R. Moser, Camp Hill, Pennsylvania, President of the Keystone State Fire Chiefs Association, Legislative Representative of the Firemen's Legislative Federation of Pennsylvania and Chairman of the Law and Legislative Committee, State of Pennsylvania - Firemen's Association. I have been involved in safety work - military, paid and volunteer - since 1944.

As I looked over the list of individuals scheduled to appear before you from the national level, and we are in full accord with their comments, I thought I would present my remarks from what we classify the grass root level.

The Commonwealth of Pennsylvania has 3,000 fire companies, departments and/or organizations with approximately 300,000 card carrying members - of which about 97 percent are volunteers - and 2,659 local government entities. In many cases it is found that these volunteers spend 75 percent of their time - devoted to the fire service - in fund raising activities. Also, in many cases they get no assistance from local government.

When one checks the records, they find that the fire service is the only organization organized and equipped to respond immediately on an emergency. The records also will show that the general public realizes this fact, because when they are in trouble, generally, the fire service is the first to be called.

With the planned elimination of the 1983 federal budget funding for programs of the United States Fire Administration, with the exception of the National Fire Academy, we are, understandably, concerned with the impact this will have on our ability to control fire losses in Pennsylvania and in this nation.

The U. S. F. A. has been an effective vehicle in improving fire safety within this state and our country -- with documented results. And, since one of the main purposes of government is the protection of life and property, including defense; fire protection; law enforcement and disaster planning, cuts in these areas -- even in a period of austerity -- must not occur, in the interest of the safety of the people.

The demise of the U. S. F. A. would greatly affect the quality of life for all Pennsylvanians and Americans, and would negate the significant results achieved thus far under the Federal Fire Prevention and Control Act of 1974. Accordingly, we are asking that you work to include funds in the 1983 budget for this vital entity, and provide support for a continuing, identifiable fire focus within the Federal Emergency Agency or as a separate and independent agency of government.

Pennsylvania has been the direct recipient of funds amounting to $89,856 from 1977 to date by participation in three of the U. S. F. A.'s four available grants. Of equal importance to the dollars funneled in, however, has been the technical assistance provided through the agency's public education; media; smoke detector; juvenile firesetter, and arson program. Individual grant activities are summarized on Attachment No. 1.

If the U. S. F. A. is restored as a viable entity and permitted to carry out its original mandate, such action would be of inestimable value in assisting us to accomplish the following:

* Continue the development/implementation of local level fire prevention "Attack Teams";

* Maintain the capability of our fire educatior resources network to deliver programs to the fire community in general and informational material to the fire service in particular;

* Encourage the purchase of smoke detectors for unprotected dwellings through a statewide public education campaign;

* Develop media kits targeted at reducing specific high-risk home hazards; and

* Provide target fire safety information to high-risk populations, particularly pre-schoolers; the elderly, and minority groups.

In addition, with the proposed deregulation of the nursing home industry, combined with the Medicaid and Medicare funds which support the inspection and licensing of nursing homes, it has prompted serious concerns about life safety conditions in those facilities. And with proposed cuts in U. S. Forest Service, National Weather Service, Bureau of Alcohol, Tabacco and Firearms, National Transportation Safety Board, Consumer Product Safety Commission, National Highway Safety Administration and numerous other federal agencies, we are, in our opinion, courting major disastrous situations.

Another matter which is of deep concern to us is that the focus and identity of the National Fire Academy has been severely diminished within the National Emergency Training Center. This action is contrary to what the Fire Service has fought for over the years.

Therefore, in closing, we respectfully urge members of Congress to:

1. Provide within the Federal Emergency Management Agency or as an independent agency, a Federal Fire Focus to coordinate the programs as identified and currently carried out by the U. S. F. A..

2. Maintain a representative in each of ten FEMA regional offices whose sole responsibility is impacting on the nation's fire problem.

3. Immediately restore the visibility and funding level of the National Fire Academy and provide a plan of action for increased visiblity, funding and staff to carry out the congressional mandate establishing the National Fire Academy.

4. That the funding for the above be the same as was authorized by the U. S. Senate to be appropriated, which was -

$14.4 million in 1983

$15.8 million in 1984

$17.4 million in 1985

$19.2 million in 1986

and

$20.4 million in 1987

Again, thank you for this opportunity.

USFA GRANT PROGRAMS IN THE COMMONWEALTH OF PENNSYLVANIA

#1 NAME: "Organizational Design" DOLLARS AND TIME FRAME: $14,856 for a Period of 18 Months
GRANTEE: State Fire Commissioner HANDLED BY: Applied Research Laboratory, Penn State University

PURPOSE: "To implement a statewide organizational plan for fire education and training in Pennsylvania."

ACTIVITY: A statewide inventory of fire training/education resources resulted in the development and publication of a 200 page report outlining the fire training network system in Pennsylvania.

IMPACT: The Organizational Design Report was an important tool as the OFSS studied the condition of the State Fire School and formulated a plan for its improvement and elevation to a State Fire Academy to provide a more advanced and cohesive force within the total state network.

#2 NAME: "Master Plan" DOLLARS AND TIME FRAME: $40,000 for a Period of One Year (#1)
GRANTEE: State Fire Commissioner HANDLED BY: Applied Research Laboratory, Penn State University

PURPOSE: "To test the feasibility of state level fire prevention/control master planning; to develop possible model methodologies and to improve fire prevention/control services to the people of Pennsylvania."

ACTIVITY: A statewide inventory of fire prevention/control services has resulted in the development of a 200 page report not yet published; and the development of data on fire deaths in Pennsylvania over several decades.

IMPACT: The data developed in connection with grant activities has been of great importance in targeting current and future fire prevention efforts.

#3 NAME: "Public Education" DOLLARS AND TIME FRAME: $35,000 for a Period of Three Years (#2)
GRANTEE: State Fire Commissioner HANDLED BY: State Fire Commissioner's Office, L/I & PEMA

PURPOSE: "To develop and implement a comprehensive statewide public education and assistance program for the Commonwealth of Pennsylvania."

ACTIVITY: Established 5 Resource Centers and stocked with visual aids; published 4 Resource Bulletins; Conducted 2 statewide "Fire Awareness Symposiums"; Awarded three $500 community mini-grants; Developed, printed and distributed 7500 Seasonal Fire Prevention Packets; Sponsored "Learn Not To Burn" and "Sesame Street" Training Sessions; Held Planning Conference for cadre of key trainers; Held 4 local "mini-conferences"; Purchased and distributed 20 sets of "Learn Not To Burn" Kits and radio/tv public service announcements; and attended two media conferences and three public education conferences.

IMPACT: Reduced dwelling deaths in Pennsylvania for Year 1980 by 10%, and total fire deaths by 2%.

NOTE #1 - Grant has taken four years.

NOTE #2 - Two of three years completed.

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TESTIMONY BY:

Louis J. Amabili, Director
Delaware State Fire School
and
Former Commissioner
of the
National Commission on Fire Prevention & Control

SUBMITTED TO:

Sub-Committee on Science, Research & Technology
of the
Committee on Science and Technology

In Support of the
Continuation of the United States Fire Administration
and the
National Fire Academy

Oversight Hearing on USFA

May 25, 1982

My name is Louis J. Arabili. I am the Director of the Delawnre State Fire School and have been serving in that capacity since November, 1964. The Delaware State Fire School provides fire service training to volunteer, paid, industrial and federal fire departments; and, fire safety training to agency, institutional, industrial personnel and the general public.

I am a former member of the Presidential National Commission on Fire Prevention and Control and co-author of its report "America Burning." I am the only member of the National Commission still actively involved in fire prevention and control activities at both the State and National level. I served as president of the International Society of Fire Service Instructors from 1973 to 1980. I currently serve as vice chairman of the Board of Visitors to the National Fire Academy.

I submit this testimony as Director of the Delaware State Fire School and a concerned former member of the National Commission on Fire Prevention and Control-concerned and disturbed at the flagrant disregard for the American Fire Service and the recommendations in "America Burning" which were supported by the Congress of the United States.

On May 4, 1973, the National Commission on Fire Prevention and Control released its report, the document entitled "America Burning."

The findings of that Commission as presented in "America Burning" opened the eyes of the american public to some harsh facts. The United States - our great nation which has the most advanced technology in the modern world - has the highest per capita death and property loss rate as a result of fire of all the world's major industrialized nations. The Commission report included the following recommendations:

- that Congress establish a U. S. Fire Administration to provide a national focus for the nation's fire problem and to promote a comprehensive program with adequate funding to reduce life and property loss from fire.

- the establishment of a National Fire Academy to serve as the hub of national training and education system for the nation's fire services.

-the implementation of a national fire-safety education program.

-the establishment of a national fire data center to provide a continuing review and analysis of the entire fire problem.

-The re-allocation of local resources from primarily fire suppression to fire prevention.

-the improvement of equipment and techniques to reduce firefighter death and injury.

-research in the urban fire problem.

The Commission further recommended the reinforcement of supporting programs in other agencies, including;

-An increase in burn treatment centers, units, and programs in the U. S. Department of Health, Education, and Welfare.

-An increase in the burn and smoke research programs in the National Institute of Health.

-A rural fire protection program under Title IV, Public Law 92-41 in the U. S. Department of Agriculture.

-An increase in the research and engineering-based technology program in the National Bureau of Standards.

-Loan insurance programs in the U. S. Department of Housing and Urban Development to underwrite fire detection and alarm systems and built-in fire protection.

The Commission bill to implement the many recommendations was introduced as companion legislation in both the Senate by Senator Warren G. Magnuson (D-Washington) and the House by Representative Wright Patman (D-Texas). "The Fire Prevention and Control Act of 1973" was Senate Bill 1769 and House Resolution 7681.

The structure and functions of the proposed United States Fire Administration provided for the appointment of an Administrator, a Deputy Administrator, and four Assistant Administrators. The Administrator, under the general authority of the Secretary of the Department of Housing and Urban Development, shall be the executive head of the agency with all administrative powers including the appointment and supervision of Administration personnel. The four assistant Administrators shall comprise the Assistant Administrator for the National Fire Academy, the Assistant Administrator for the National Fire Data System, the Assistant Administrator for Research and Development, and the Assistant Administrator for State and Local Program Assistance.

The bill also provided for the establishment of a National Fire Academy within the United States Fire Administration "to facilitate specialized training in areas subject to the jurisdiction of fire protection agencies; to assist State and local jurisdictions in the planning and implementation of their fire protection programs; to assist and encourage dissemination of information on fire prevention and control; and to encourage fire protection agencies to give greater attention to fire prevention measures.

Some important functions of the Academy are to:

-Provide specialized courses for fire service officers and officer candidates.

-Assist States, counties, and local communities in the development of training programs for firemen.

-Develop model programs and curricula and carry out programs of instructional assistance.

-Develop fire service extension programs to encourage and assist States, counties, and local communities to improve the quality of training --- and provide special instructors for State and local training programs.

-Promote and assist universities, community colleges, and other institutions of learning, in planning, developing, and carrying out fire administration programs.

-Accredit fire service extension programs, fire administration programs, and

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training programs for firemen.

-Sponsor fire-safety courses for educators.

-Gather and disseminate information relative to firefighting equipment, firefighting techniques, and other areas related to firefighting.

-Gather and disseminate information relative to arson incidents and arson investigation.

The recommended appropriations for planning, developing, and implementing the proposed United States Fire Administration programs were $5,000,000.00 for the first year, $50,000,000.00 for the second year, and $128,000,000.00 for the third year.

On October 29, 1974, President Gerald Ford signed into law the "Federal Fire Prevention and Control Act of 1974" (Public Law 93-498) which implenented most of the Commission recommendations.

In passing the Fire Prevention and Control Act of 1974, the United States Congress recognized for the first time on the Federal level that "fire is an undue burden affecting all Americans," that "such losses of life and property from fire are unacceptable to the Congress," and that "the unacceptably high rates of death, injury, and property loss from fire can be reduced if the Federal Government establishes a coordinated program to support and reinforce the fire prevention and control activities of state and local governments." Prior to the passage of the Act, there did not exist in the Federal Covernment any department or agency which had a clear responsibility for fire prevention and control programs. The Congress clearly intended to create a Federal fire focus and address the fire problem by lending support and assistance to state and local governments.

The legislative history also shows the fire service proponents of the Fire Prevention and Control Act insisted upon an Administrator level head for the National Fire Administration. Fire prevention and control has been a low priority in the Federal Covernment historically and the proponents of the legislation were intent on raising the Fire Administration's program to a high level position.

On February 17, 1978, some three years after the establishment of the United States Fire Administration, the American fire service, through Joint Council of National Fire Service Organizations, learned of a proposed reorganization plan which would meld the USFA into a super disaster oriented agency now known as the Federal Emergency Management Agency (FEMA).

The Joint Council of National Fire Service Organizations took strong opposition to the plan until such time as details of the plan and how it would affect the USFA could be determined. The Council issued the following statement concerning the reorganization proposal:

The briefing of the Joint Council of National Fire Service Organizations by the Reorganization Project team on February 23, 1978 has reaised a number of serious political, philosophical, and technical questions which need to be addressed.

The Joint Council is appalled by the fact that this Reorganization Project started in late August, 1977, yet the first contact of the Joint Council was not made until February 17, 1978 -- some eight days before the plan was to have been submitted to the President. Information presented at the briefing was merely conceptual in nature. Questions posed by Council Members regarding their primary concerns received only neutral answers.

It is important to note that only after much effort by the nation's fire service was the Fire Research and Safety Act of 1968 passed. However, Title II of this Act, which would provide the crucial first step -- the creation of a national commission to study the nation's fire probelm --was not then funded. It was this failure of the federal government to fund the first step toward solution of our nation's fire probem which prompted the fire protection community to form the Joint Council. Representing the major national fire service organizations, the Joint Council was privotal in:

-causing Title II of PL 90-259, Fire Research and Safety Act, to be funded;

-causing the National Commission on Fire Prevention and Control to be appointed;

-causing the recommendations of the National Commission (America Burning) to become PL 93-498;

-developing a cooperative working relationship between the fire service and the NFPCA; (USFA)

-fostering an atmosphere which saw a National Fire Academy site purchased during the current Administration.

The Joint Council of National Fire Service Organizations continues to be the singular voice of the nation's fire service in dealing with the federal government in areas of mutual concern to its member organizations. We speak for our nation's fire service in voicing the following specific areas of concern:

-The nation's fire problem demands a separate and identifiable agency within the federal government which will commit its total resources to assisting the existing fire protection community to serve public needs and interest on a day-to-day basis.

-The public interest can best be served only if it is recognized that fire is a continually occurring problem. Over 20 persons die every day, 150 every week, 8000 every year. Three hundred thousand are maimed and injured by fire each year.

The day-to-day aspect of this problem, its magnitude, and its effect are vastly different from the problem of intermittent disasters.

It is essential that a national focus on fire be maintained and strengthened, and it is equally essential that it not be diffused, and additionally that the focus not be subordinated to the disaster aspects of any new agency.

-There must be a National Fire Academy and related system which is the program identified as the most essential and most useful to the persons directly involved with reducing and mitigating the fire problem. These persons include two million fire personnel, thousands of building officials, architects, engineers, and hundreds of educators who teach the fire sciences. Through the Academy and its system, new and transferrable technology, results of research, and sound practices would be spread nation-wide.

The National Fire Academy System must provide: (a) an actual academy site and core headquarters; (b) substantial direct aid and assistance to state, local and college fire training and education programs, and (c) quality programs of the outreach and multiplier effect for delivery on matters of immediate concern to the fire community.

The National Fire Academy must not be subordinated to any other part of the agency programs, and if any combination with C.D. and disaster training programs is contemplated, then the fire programs should receive the highest degree of priority in keeping with the continuing magnitude of the fire problem and the large continually operating constituency of some two million fire service personnel.

-The national fire focus must deal directly with and be responsive to the state and local fire protection community. Regionalization of this fire focus will decrease its ability to deal with the daily fire protection needs in a cost-effective manner.

-There is a potential diminutation of emphasis on fire-safety and prevention in respect to the small fire incident which could occur in a major disaster-oriented agency. It must be fully recognized that it is the home that is cumulatively the most dangerous to human life and is the place where over 6,000 persons die each year. These fires are not spectacular, and often property losses are low. Nevertheless, it is the homeowner and individual family that suffers most and more often from fire and on a one-by-one basis. Private residences are at the heart of the fire problem. The priorities needed here are vastly different from those required for a potential hurricane. These priorities must be kept in proper perspective.

-That full recognition be given of the fact that in any disaster there is always an immediate involvement of the fire service, even when fire is not directly involved. The fire service of the United States has two million members, which are capable of immediate mobilization. They also constitute the primary rescue service. For these reasons, the role of the fire service must be preserved.

-The fire technology programs must be continued with concentration on solving current problems. An example of a project of vital importance and promise that has already been initiated is the development of the "protective envelope" for fire fighters.

-That the federal fire agency must not become a regulatory agency with the power to intervene in the functions of state and local government.

The Joint Council of National Fire Service Organizations cannot accept the casual assurances received thus far that this nation's federal focus on the fire problem will be better off in the proposed agency. The nation's fire service, two million Americans who see daily the tragic results of government inaction, has waited patiently while other national priorities have been given recognition and financial consideration. Comprehensive documentation is needed for us to evaluate the proposed reorganization plan in relation to areas of specific concern previously enumberated. The Council is resolved to commit all of its collective resources to assuring that the American public receives the benefits of a constructive federal focus on our nation's fire problem as originally intended by PL 93-498. We, as representatives of the nation's fire service, will oppose any lessening of this effort.

After working intensively with the Presidents Reorganization Team, the Joint Council of National Fire Service Organization on April 19, 1978 took the following position:

The Joint Council of National Fire Service Organizations offers its support to the proposed reorganization of the Fire Administration, will continue consultation with the White House team during implementation thereof, and actively encourage congressional concurrence. The foregoing support is contingent upon the acceptance and implementation of the commitments made by the White House team to the Joint Council. Deviations from these commitments during implementation of the reorganization which may be unacceptable to the members of the Joint Council will be vigorously opposed by the Joint Council.

The reorganization will be supported by the Joint Council on the further condition that the proposal presented to the Congress contain provisions for the National Fire Academy at the Marjorie Webster site in accordance with the plans presented to the Board of Visitors of the National Fire Academy on March 28-29, 1978. In the event that the proposal presented to the Congress does not provide assurance by the Administration that the Academy will be provided for as planned, the Joint Council position will become null and void.

The Reorganization Plan No. 3 of 1978, establishing a New Independent Agency, The Federal Emergency Management Agency was submitted to Congress for ratification. Excerpts from the Senate Report of Senator Muskie's Committee on Government Affairs, dated August 3, 1978, clearly indicates congressional concurrence with the Joint Council's position:

"The committee recognizes that some balance among the transferred authorities is likely because of the intitial internal structure proposed by the Administration. A look at the organizational chart for FEMA shows that the functions of the principal agencies to be transferred to the new agency - DCPA, FPA, and FDAA - are to be represented internally by associate administrators, and that the National Fire Prevention and Control Administration and the mitigation functions (flood insurance, earthquake hazard reduction, etc.) will also be comparably represented. Such an arrangement will ensure that the functions and responsibilities of the transferred agencies and programs will not be lost in the organizational shuffle."

"Concern was also expressed about the possible loss of focus and identity of the NFPCA when transferred to an agency charged with large-scale emergency planning and relief responsibilities. It is also the committee's understanding that those organized fire service associations which have endorsed the transfer have done so as a result of assurances from the White House Reorganization Task Force team and from Mr. Greg Schneiders, Director of White House Projects, that the transfer will not affect the authorities, responsibilities, functions, activities integrity focus or organizational structure of the NFPCA as provided for in Public Law 93-498."

"The Public Affairs Committee of the Joint Council of National Fire Service Organizations representing the 12 major fire related groups submitted an unsigned Memorandum of Understanding to the White House Reorganization Task Force outlining their perceptions of what had transpired in the March 27, 1978 meeting between the Public Affairs Committee and the Reorganization Task Force. Responding to this memorandum, Mr. Greg Schneiders, Director of White House Projects, in a letter to Mr. Lou Amabili, Chairman of the Public Affairs Committee, dated March 30, 1978, outlined the recommendations that the Task Force would agree to make to the Director of the Office of Management and Budget.-- Therefore, it is the committee's intention and understanding that the NFPCA will be transferred to the new agency as a separate, distinct and complete unit comprising one of the five major programs for the new agency. Additionally, the position of the Administrator of the NFPCA, as created by the Federal Fire Prevention and Control Act, will be transferred to the new agency at the level of Associate Director (Level 4) reporting directly to the Director. All of the principal program authorities under the act will be assigned to the NFPCA in the new agency."

"It is also the committee's intention and belief that the NFPCA programs to combat arson will not be affected by the transfer, but rather that the NFPCA will be in a better position to coordinate arson programs of the other agencies. The committee has been assured by OMB that it is not contemplated that the NFPCA, as a major operating unit of the new agency, will be assigned by direct responsibilities for functions not authorized in the Federal Fire Prevention and Control Act of 1974."

"Although funding for the National Fire Academy is not part of the reorganization plan, the committee is aware of the strong need for a centralized Academy, and is aware of the efforts of the national fire service organizations to obtain the necessary funding. It is the committee's hope in endorsing this plan that the administration will move forward expeditiously toward the creation of a National Fire Academy."

"The committee strongly supports the Administration's decision not to consolidate the Civil Defense Staff College with the National Fire Academy."

Responses by James McIntyre, Director, OMB, to questions asked by Senator Muskie, Chairman, Subcommittee on Intergovernmental Relations, Committee on Governmental Affairs-July 10, 1978-

"The new agency will include the civil defense program and the major hazard reduction responsibilities (fire prevention, flood, plains, earthquakes, dam safety) in addition to being a coordinative authority."

"The typical fire is small-scale, but the aggregate fire problem has been determined by Congress to warrant federal involvement in research, education, and data collection."

"The Administrator of the NFPCA will be transferred to the new agency."

"NFPCA programs to combat arson will not be affected by transfer of the Administration to the new agency. Also, NFPCA will be in a better position to coordinate arson programs of the other agencies."

"The reorganization plan assures in several ways that NFPCA will have high visibility in the new agency. The plan provides that NFPCA will be transferred to the new agency as a separate, distinct and complete unit comprising one of the five major programs of the new agency. The position of Administrator of NFPCA will be transferred to the agency at the level of Associate Director, reporting to the Director. All of the principal program authorities under the Federal Fire Prevention and Control Act will be assigned to NFPC_ in the new agency."

"Of the estimated reduction of 200 to 300 staff positions to be accomplished through attrition, few, if any, will result from consolidation of NFPCA into the new agency. This is because NFPCA is the smallest and newest of the consolidated units, and because NFPCA's programs will be maintained on a separate and distinct basis in the new agency. NFPCA is not involved in the principal areas of functional consolidation in disaster preparedness, relief, and communications at the headquarters and field levels wherein most reductions are now anticipated. Requirements for future personnel strength of NFPCA have not been determined as part of the Reorganization."

"The Reorganization Plan maintains and confirms the close working relationship between the Center for Fire Research of the National Bureau of Standards and the NFPCA. The same funding arrangements in this regard that already exist will be continued in the new agency."

"The Reorganization Plan is designed to assure that all mandates of the Federal Fire Prevention and Control Act of 1974 be continued."

"The Reorganization Plan does not contemplate any immediate changes of priorities or restructuring of budget requests for NFPCA. Confident that NFPCA's fire programs will be given relatively greater attention and focus in the new agency, than in the Department of Commerce, where fire programs have little in common with departmental priorities."

"The President's Reorganization Project was not involved in negotiations on funding of the National Fire Academy."

"The Administrator of NFPCA will report directly to the Director of the new agency."

"The Reorganization maintains all authorities, and the organizational integrity of NFPCA as provided for in the Federal Fire Prevention and Control Act, except that the position of Deputy Administrator of NFPCA will be abolished."

"The Reorganization Plan does not contemplate that NFPCA, as a major operating unit of the new agency, will be assigned any direct responsibilities for functions not authorized in the Federal Fire Prevention and Control Act of 1974."

"It is contemplated that the Director will delegate all fire prevention and control functions of the new agency to the Administrator of NFPCA. This will establish effective supervision, management, and oversight of all NFPCA activities and assure that the Director of the new agency gives full attention to the fire prevention and control programs of NFPCA. It will aoso improve the NFPCA's ability to coordinate fire programs of toher Federal agencies."

"It is contemplated that all NFPCA activities will be administered through the headquarters of the new agency. Accordingly, state and local fire officials desiring to contact NFPCA will contact the headquarters offices of the Administration which will be a separate unit in the new agency. Fire officials will not be required to work through the regional offices of the new agency for NFPCA programs."

"The NFPCA will play a strong, though indirect role in supporting national civil defense, civil preparedness efforts and in providing assistance to disaster areas and victims through its close working relationships with the fire service organizations maintained by state and local governments. Improvements in the programs of these fire service units brought about by efforts of the Fire Administration will enhance their effectiveness in dealing with any form of emergency. The Fire Administration will also play an important role by researching into methods to prevent emergencies from occurring and to mitigate their effects when they occur, training and educating emergency services personnel and by providing public information and education on how citizens can best protect their lives and property when emergencies strike."

"The Reorganization contemplates no changes in the focus now being given to the fire programs being conducted by NFPCA. The Reorganization proposal was not developed and is not being justified on the basis that present NFPCA programs and priorities are misdirected."

"NFPCA has important responsibilities under the Federal Fire Prevention and Control Act to renew and coordinate fire programs conducted by other Federal agencies. The Reorganization Plan continues these responsibilities for the NFPCA."

"The Federal Fire Prevention and Control Act provides that NFPCA shall review, evaluate and suggest improvements in state and local fire prevention codes, building codes, any relevant Federal or private codes and regulations. The Reorganization Plan contemplates no changes in these responsibilities."

"The reorganization proposal does not comtemplate or require any legislative change in existing programs or any expansion of the Federal role."

The President's Reorganization Plan No. 3 (PRP#3) was subsequently ratified by the Congress and implemented.

Nearly two and a half years later, the Joint Council and the American Fire Service was once again facing the threat of having the United States Fire Administration melded into FEMA and the visibility and function of the National Fire Academy redirected to place emphasis on "all purpose risk managers."

The Joint Council, at its annual meeting on December 9, 1980, reactivated the PAC Committee with the following charge: "To coordinate the activities of the Joint Council of National Fire Service Organization and to provide timely information to the Joint Council of National Fire Service Organization as it relates to the reorganization of the Federal involvement relative to the Fire Administration; etc., appointed staff and the National Fire Academy.

Also to provide to the transition team and other Federal reorganization interests, information regarding the Joint Council of National Fire Service Organization and its position concerning national fire interests in the new administration.

A meeting of the Joint Council Public Affairs Committee was convened on January 9, 1981, in Washington, D.C.

The first order of business was to review strategy prior to meeting with Dr. Robert Cuppermann of the Reagan Administration Transition Team. The Chairman advised the Committee that contact was made with Cuppermann late the day before and a meeting for 9:30 a.m. this date has been scheduled. The Chairman further reported that during the telephone conversation Dr. Cuppermann indicated he had no knowledge of the Joint Council and its activities and that he had not received the mailgram from Council Secretary Joe Redden.

The Committee agreed that Cuppermann be briefed on the Joint Council activities beginning with the Fire Research and Safety Act of 1969, the formation of the Council in 1970 and pertinent activities to date. It was further agreed that he be given a copy of the PAC report to the Joint Council dated April 19, 1978, and copies of communication between PAC and the White House Reorganization team including the Memorandum of Understanding dated March 28, 1978, a letter to Greg Schneiders dated April 7, 1978, and a letter from George Jett dated April 14, 1978.

The Committee recessed at 9:15 a.m. and reconvened with Dr. Robert Cuppermann at 1725 Eye Street, Room 1103. Discussions on FEMA, the USFA and the NFA and the philosophy of Dr. Cuppermann lasted until 10:30 a.m.

The PAC Committee reconvened at the NFPA office to review and analyze the meeting with Dr. Cuppermann. The following points were brought out during the discussion by Dr. Cuppermann:

-He stated USFA is not working cooperatively with FEMA

-He referred to the USFA several times as an appendage within FEMA

-He would create an "Office of Public Safety" within FEMA to better coordinate disaster activities

-He commented that fire officials must learn to get along with police

-He favors the Emergency Management Institute, co-located in the National Fire Academy, to place emphasis on training "all pu.pose risk managers"

-He stated FEMA is in the coordination business which includes planning and crisis support

-His goals are to (1) make FEMA slimmer, (2) rely on support from other Federal agencies and professional organizations and (3) get FEMA closer to the White House

-Stated that funding prospects are bleak

-Stated he is civil defense oriented for handling local disasters as opposed to nuclear attack. Stated that we can't successfully handle a local disaster, let alone a nuclear attack

-He sees the FEMA role as three major categories: (1) National Security, (2) Long Term Recovery, and (3) First Responder Support

-He made reference to the USFA as meeting the secular needs of the fire service

-Emphasized the need for better coordination and integration of FEMA constituent agencies/functions

-The current C-D role has been to throw money at the problem

-Said he knew nothing about the fire business

-He would look to the Joint Council and PAC for advice

-Suggested that PAC contact the new FEMA Director a month after the appointment to arrange for a meeting for further dialogue

After considerable discussion, the PAC members reached the following consensus:

-Dr. Cuppermann conveyed the feeling to the PAC members that the fire service is not capable of handling even a small disaster

-He made the PAC members feel like they were being lectured

-Although Dr. Cuppermann claimed he knew nothing about the Joint Council, it appeared he was familiar with the involvement of the USFA and the role of the Joint Council (1970-1980)

-PAC members feel the fire program is in jeopardy

Based on the discussions of the morning and based on comments made during the meeting as well as comments which were not made, it was the unanminous opinion of the PAC members that the Joint Council hold an emergency meeting to review and re-evaluate its position on the USFA, the NFA and the relationship within FEMA.

The Joint Council met in Washington, D.C. on January 27, 28, 1981, and, after careful review unanimously adopted the following position.

Fire prevention and control is accepted as a local responsibility. The U. S. Fire Administration (USFA) was created by Congress at the urging of the American fire service to provide a critical, coordinating, cost effective linkage among all federal, state, local and private agencies and organizations responsible for fire prevention and control. This is still, and should continue to be, the primary function of the USFA.

The fire service is the first public service agency notified of, responding to and trained to mitigate natural and manmade disasters. Because of this, the Joint Council recognizes and endorses the USFA as the primary agency in the Federal Emergency Management (FEMA) responsible for the coordination of all resources for comprehensive emergency planning, response and control.

The Joint Council of National Fire Service Organizations, duly assembled in Washington, D.C., on January 28, 1981, supports the continuation of the Federal Emergency Management Agency and the U. S. Fire Administration.

In taking this position, the Council does so with the firm resolve that the principles and objectives listed below will be maintained.

1. The Administration support FEMA, the USFA and National Fire Academy.

2. The Administration assure the continued integrity, focus and effectiveness of the fire program authorized in Public Law 93-498.

3. The USFA's authorities, responsibilities and organizational structure under Public Law 93-498 and the President's Reorganization Plan #3 of 1978 be maintained.

4. All authorities, responsibilities, programs and funding commitments of the USFA remain a distinct component within FEMA.

5. The USFA's primary responsibility be to carry out all aspects of the Fire Prevention and Control Act of 1971, and be headed by an Administrator for Fire at an Executive IV level, reporting directly to the Director of FEMA.

6. All authorities and functions of the USFA be assigned to the USFA Administrator, other than such normally centralized support functions as administrative and computer services, legal affairs, accounting, finances and payroll.

7. Funding authorizations for the USFA continue to be committed solely for its use.

8. The National Fire Academy, created by Public Law 93-498, is the most important function of the USFA, and provides the focus for professional development of fire service personnel, and others engaged in comprehensive emergency planning, response and control. The Joint Council considers it imperative that the campus at Emmitsburg, Maryland, continue to be identified as the National Fire Academy under the direction of the USFA.

9. The Administration recognize the fire service as the primary and largest operational constituency of FEMA, as well as the USFA.

10. The Joint Council of National Fire Service Organizations (JCNFSO) will continue to provide direct and timely recommendations for the selection of candidates for key positions within the USFA and the Academy. These positions include, but are not limited to, the Administrator and Deputy Administrator of the USFA, the Associate Administrators for the Office of Planning and Education and the National Fire Data Center, and the Superintendent and four Deputy Superintendents of the National Fire Academy.

    Successful achievement of the goals and objectives of the FEMA/USFA is tied to the selection of the Administrator of the USFA and key staff. These individuals and the selection process must reflect the highest standard.

11. The Joint Council offers a permanent communications link between the nation's fire service, the Administration, FEMA and USFA.

    The Council further offers that it be used as the primary advisory resource on fire service matters, as they relate to emergency management, including, but not limited to:

    (a) Program determinations and priorities;

    (b) Budget priorities;

    (c) Evaluation of programs; and

    (d) Research priorities.

Today, I appear before you once again to express our concern to the Congress on the proposed abolition of the United States Fire Administration as the national focus for fire and loss of visibility and identity of the National Fire Academy and the redirected emphasis from its intended purpose.

What I have attempted to do is provide you with comprehensive documentation to clearly show that the intent of the National Commission on Fire Prevention and Control, the American Fire Service and the Congress is to have the United States Fire Administration continue as the national focus for our fight against fire and that the National Fire Academy serve as the visible and recognized national focus for training and education in fire prevention and control.

We recognize the fact that fire is primarily a local problem which must be dealt with at the local level by local people, but we do need technical and financial

assistance from the Federal government. We are not seeking to have the Federal government do our job for us. We are merely seeking to have the federal government provide us with a catalyst which will help us to be more effective in our work.

The plan of the current administration seems to be the elimination of the United States Fire Administration as an identifiable focus within the Federal Emergency Management Agency. The visibility of the National Fire Academy has essentially disappeared into the National Emergency Training Center. The national focus for the fire problem, which the National Commission on fire prevention and control considered to be a vital ingredient in the fight against fire is disappearing.

We cannot allow that to happen. We have worked hard for more than ten years to establish these agencies as the national focus to support our local and state efforts. The citizens of this nation are just beginning to reap the benefits of our efforts. These efforts must be continued. We once again seek the support of the Congress in the continued focus and funding of both the United States Fire Administration and the National Fire Academy.

Thank you for the privilege of presenting testimony.

National Volunteer Fire Council

Chairman
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STATEMENT BY E. JAMES MONIHAN

CHAIRMAN, NATIONAL VOLUNTEER FIRE COUNCIL

BEFORE THE

UNITED STATES HOUSE OF REPRESENTATIVES

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

OF THE COMMITTEE ON SCIENCE AND TECHNOLOGY

MAY 25, 1982

I AM E. JAMES MONIHAN. I LIVE IN LEWES AND I AM DELAWARE'S DELEGATE TO THE NATIONAL VOLUNTEER FIRE COUNCIL AND ALSO HAVE THE PRIVILEGE OF SERVING AS ITS CHAIRMAN. THE NATIONAL VOLUNTEER FIRE COUNCIL REPRESENTS THE SOME 28,000 VOLUNTEER FIRE DEPARTMENTS LOCATED IN EVERY STATE IN THE UNION AND THE ONE AND ONE HALF MILLION FIRE FIGHTERS WHO MAN THOSE DEPARTMENTS.

IN 1979 AND AGAIN IN 1980 THE UNITED STATES FIRE ADMINISTRATION SPONSORED CONFERENCES TO ASSESS THE NEEDS OF THE VOLUNTEER FIRE SERVICE. THESE WERE CALLED THE STONEBRIDGE AND STONEBRIDGE II CONFERENCES. FROM THESE MEETINGS CAME MANY RECOMMENDATIONS AND STONEBRIDGE II PRODUCED SEVERAL RESOLUTIONS. THE FIRE ADMINISTRATION ADDRESSED MANY OF THESE VERY DIRECTLY AND PROBLEMS HAVE BEEN SOLVED, HOWEVER, MANY OTHERS REMAIN AND ARE BEING WORKED ON.

FOR EXAMPLE, THE VOLUNTEER SERVICE DOES NOT GENERALLY, AT LEAST ACROSS THE COUNTRY, HAVE THE SERVICES OF FINE TRAINING FACILITIES AND THE SUPPORT SERVICES OF EXPERT ADMINISTRATION SUCH AS DOES THE CAREER SERVICE IN GOVERNMENT SO WE ASKED THAT PUBLIC RELATIONS TRAINING AND PUBLIC INFORMATION TRAINING BE PROVIDED TO THE VOLUNTEER SERVICE.

WE ALSO ASK THAT THE FIRE ADMINISTRATION SERVE AS AN INFORMATION TRANSFER POINT TO PROVIDE US INFORMATION BOTH ON THEIR DEVELOPMENTS AND ALSO THE STATE OF THE ART AS IT WERE.

WE ASK THEM TO FOCUS ON PREVENTION OF A PHENOMENON CALLED "BURN OUT". THIS IS PARTICULARLY SIGNIFICANT IN THE EMERGENCY MEDICAL SERVICES AND SINCE THE FIRE SERVICE OF THE UNITED STATES, BOTH PAID AND VOLUNTEER, PROVIDE APPROXIMATELY 80% OF THE PRE-HOSPITAL EMERGENCY CARE IN THIS COUNTRY, THIS IS SIGNIFICANT.

IN ADDITION TO THIS, WE ASKED THEM TO RESEARCH AND DISSEMINATE INFORMATION ON RECRUITMENT AND RETENTION OF VOLUNTEERS WHICH GOES PRETTY MUCH HAND IN HAND WITH THE "BURN OUT".

WE ASKED THEM TO PROMOTE AWARENESS OF ARSON THROUGH ALL MEDIA FORMS AND ALSO TO HELP THE STATES AND LOCAL GOVERNMENTS IN ADOPTION OF MODEL ARSON LAWS AND THE TRAINING OF PROSECUTORS WHICH HAS BEEN ADDRESSED EARLIER.

THEY WERE ASKED TO HELP US WITH FINANCIAL MANAGEMENT, GIVING US THE TOOLS AS IT WERE, TO DO OUR JOB BETTER WITHIN OUR ORGANIZATION AND I AM HAPPY TO SAY THAT A FINANCIAL MANAGEMENT MANUAL IS NEAR COMPLETION UNDER SPONSORSHIP OF THE ADMINISTRATION BY THIS COUNCIL.

WE ALSO ASKED THEM TO ASSIST US WITH HAZARDOUS MATERIAL INCIDENTS BOTH IN MAKING US MORE EFFICIENT AND MORE ABLE TO COPE WITH THEM AND ALSO TO USE THEIR POSITION AS A GOVERNMENT AGENCY TO ENCOURAGE OTHER AGENCIES TO BE VIGOROUS IN THEIR ENFORCEMENT OF THE PREVENTION OF THESE HAPPENINGS.

ALL OF THESE AND THE OTHER BENEFICIAL ACTIVITIES OF THE ADMINISTRATION ARE IN GRAVE DANGER SINCE THE 1983 FISCAL YEAR BUDGET ELIMINATES FUNDING FOR THE UNITED STATES FIRE ADMINISTRATION. FIRE PROTECTION IS PERCEIVED AS A SOLELY LOCAL PROBLEM, ADDITIONALLY THE ASSUMPTION IS MADE THAT THE GOAL OF

THE ADMINISTRATION HAS BEEN ACHIEVED AND I QUOTE THE BUDGET MESSAGE "DUE TO THE SIGNIFICANT DECREASE IN THE LOSS OF LIFE AND PROPERTY DUE TO FIRE AND THE INCREASED EFFORTS OF THE PRIVATE SECTOR". WE HAVE NO DOUBT THAT THIS HAS SOME RING OF FACT AND WE ALONG WITH THE CAREER FIRE FIGHTERS OF THIS COUNTRY ARE DEALING WITH THE PROBLEM AT THE LOCAL LEVEL AND ON BEHALF OF LOCAL GOVERNMENTS. HOWEVER, THERE IS AN ENTIRE PART OF THE FIRE PROBLEM WHICH DOES REQUIRE NATIONAL HELP, SINCE IT NEEDS A NATIONAL FOCUS AND THAT IS RESEARCH AND PUBLIC AWARENESS APPROACHES TOWARD THE SOLUTION OF THE FIRE PROBLEM. WE, THE VOLUNTEER FIRE FIGHTERS OF THE UNITED STATES, DEAL WITH THE DAY TO DAY FIRE PROBLEMS IN OUR COMMUNITIES, HOWEVER, EVEN IF THE STATES AND LOCALITIES HAD THE RESOURCES TO CONDUCT RESEARCH, IT WOULD BE EXTREMELY COSTLY AND DUPLICATIVE DUE TO THE FACT THAT STATES WOULD BE DOING THE SAME RESEARCH WITHOUT ANY COORDINATION AND FOR THIS REASON, WE FEEL THERE IS DEFINITELY A PLACE FOR THE UNITED STATES FIRE ADMINISTRATION AND THE NATIONAL FIRE RESEARCH CENTER.

THE ADMINISTRATION HAS WORK WELL UNDERWAY IN THE AREA OF HOME SPRINKLERS AND IN FIRE FIGHTER HEALTH AND SAFETY WITH "PROJECT FIRES", HOWEVER, THEY ARE ALSO APPROACHING FIRE FIGHTER HEALTH AND SAFETY FROM THE PREVENTION OF HEART ATTACKS AND CONDITIONS OF THAT NATURE. IF FIRE FIGHTING HAS TO BE THE MOST DANGEROUS OR ONE OF THE MOST DANGEROUS OCCUPATIONS IN THE WORLD, WE FEEL THAT OUR FIRE FIGHTERS AT LEAST DESERVE WHAT PROTECTION THAT SCIENCE CAN GIVE.

THE DATA COLLECTION THAT THE OTHER GENTLEMAN REFERRED TO IS HELPING NATIONAL, STATE, COUNTY AND LOCAL GOVERNMENTS MAKE INTELLIGENT MANAGEMENT DECISIONS AND ALSO INTELLIGENT RESEARCH AND DEVELOPMENT DECISIONS, A TOOL THEY NEVER HAD BEFORE IN THE FIRE AREA AT LEAST.

THE CONTINUED ATTACK ON ARSON, RESEARCH IN JUVENILE FIRE SETTERS AND ALSO IN THE DETECTION OF ARSON IS MOST VALUABLE, AS IS THE DEVELOPMENT OF FIRE MASTER PLANNING WHICH ALLOWS A COMMUNITY TO LOOK AT FIRE AS A TOTAL PROBLEM,

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NOT AS A SERIES OF ISOLATED INCIDENTS.

THE FEDERAL EMERGENCY MANAGEMENT AGENCY HAS A PAMPHLET WHICH PROCLAIMS ON THE FRONT "ONE HALF OF THE COUNTRY IS NOW USING SMOKE DETECTORS". THIS IS AN ACHIEVEMENT DIRECTLY ATTRIBUTABLE TO THE CAMPAIGN OF THE UNITED STATES FIRE ADMINISTRATION AND IT IS NOT LIKELY THAT THIS COULD HAVE BEEN ACCOMPLISHED PARTICULARLY IN THE SHORT TIME THAT IT WAS WITHOUT THE NATIONAL LEADERSHIP OF THIS AGENCY.

THE AGENCY HAS PERFORMED IN A MOST COMMENDABLE MANNER THE ESTABLISHMENT OF THE NATIONAL FIRE ACADEMY WHOSE PROGRAMS ARE OF THE HIGHEST CALIBER AND COMMAND THE RESPECT OF THE FIRE SERVICE THROUGHOUT THE WORLD, NOT JUST THE UNITED STATES.

THE NATIONWIDE PUBLIC FIRE EDUCATION NETWORK HELPS FIRE EDUCATORS AT THE LOCAL LEVEL DO THEIR JOB BETTER AND THE ADMINISTRATION IS CURRENTLY DEVELOPING A PROGRAM WHICH IS AIMED TO THE VOLUNTEER FIRE SERVICE COMMUNITY THAT CAN BE UTILIZED AT THE DEPARTMENT LEVEL OF THE SMALL COMMUNITIES AND RURAL AREAS OF THIS COUNTRY.

THEY ALSO PROVIDE A VITAL NATIONAL FOCUS ON FIRE PROTECTION AS RECOMMENDED IN THE COMMISSION'S REPORT "AMERICA BURNING".

THESE ARE ONLY A FEW OF THE VALUABLE AND APPROPRIATE PROGRAMS THAT HAVE BEEN CONDUCTED SINCE THE FOUNDING OF THE UNITED STATES FIRE ADMINISTRATION WHICH WILL BE LOST AS THE NATIONAL FOCUS ON THE FIRE PROBLEM DISAPPEARS FROM THE SCENE.

THE ASSERTION THAT THE FIRE ADMINISTRATION HAS ACHIEVED ITS GOAL IS SIMPLY NOT SO, SINCE THE FIGURES ON WHICH THE ORIGINAL STATISTICS FOR FIRE DEATHS IN THE EARLY 70'S WERE BASED ARE INCORRECT. IGNORING THE STATISTICS, WE FEEL THAT THE PRESENT LEVEL OF INJURY, LOSS OF LIFE AND FINANCIAL HARDSHIP ARE UNACCEPTABLE IN THE WORLD'S MOST INDUSTRIALIZED AND ADVANCED NATION AND THE DEPARTURE OF THE

UNITED STATES FIRE ADMINISTRATION WILL LEAVE A LARGE GAP IN OUR EFFORTS AND ONLY CAUSE THE PROBLEM TO WORSEN. WE FEEL THAT RATHER THAN THE PROGRAM BEING ELIMINATED, THE GOAL NEEDS TO BE REVISED AND REESTABLISHED.

IN SHORT, THE NATIONAL VOLUNTEER FIRE COUNCIL SUBSCRIBES TO THE MARCH 1, 1982 RESOLUTION OF THE JOINT COUNCIL OF THE NATIONAL FIRE SERVICE ORGANIZATIONS, OF WHICH WE ARE A MEMBER, AND I QUOTE THE RESOLUTION:

"THAT THE JOINT COUNCIL STRONGLY SUPPORT THE CONTINUED FUNDING OF THE UNITED STATES FIRE ADMINISTRATION IN FISCAL YEAR 1983 AT A MINIMUM LEVEL OF 8.5 MILLION DOLLARS. FURTHER THAT ALL MEMBER ORGANIZATIONS OF THE JOINT COUNCIL MOUNT AN IMMEDIATE CAMPAIGN TO CONVEY THIS STRONG SUPPORT TO THE FIRE SERVICE, THE CONGRESS, THE OFFICIALS OF THE FEDERAL EMERGENCY AGENCY AND THE ADMINISTRATION".

ADDITIONALLY THE NATIONAL VOLUNTEER FIRE COUNCIL ADOPTED THE FOLLOWING RESOLUTION AT ITS ANNUAL MEETING ON APRIL 4 AT EDINBURG, TEXAS:

WHEREAS THE OFFICE OF MANAGEMENT AND BUDGET HAS RECOMMENDED ELIMINATING FUNDING OF THE UNITED STATES FIRE ADMINISTRATION AND

WHEREAS THE UNITED STATES FIRE ADMINISTRATION HAS BEGUN TO DEVELOP PROGRAMS WHICH WILL RESULT IN THE REDUCTION OF DEATH'S, INJURIES AND PROPERTY LOSSES DUE TO FIRE AND

WHEREAS THE NATIONAL FIRE ACADEMY HAS LOST A SIGNIFICANT PORTION OF ITS IDENTITY DUE TO BEING FOLDED INTO THE NATIONAL EMERGENCY TRAINING CENTER AND

WHEREAS THE PROGRAMS DEVELOPED BY THE NATIONAL FIRE ACADEMY ARE PROVIDING THE NATION'S FIRE SERVICE TRAINING NEVER BEFORE AVAILABLE

THEREFORE BE IT RESOLVED THAT:

THE NATIONAL VOLUNTEER FIRE COUNCIL STRONGLY REQUESTS THE CONTINUED FUNDING OF THE UNITED STATES FIRE ADMINISTRATION.

BE IT FURTHER RESOLVED THAT:

THE NATIONAL VOLUNTEER FIRE COUNCIL REQUESTS REESTABLISHING THE NATIONAL FIRE ACADEMY AS A STRONG, INDIVIDUAL IDENTITY AND NATIONAL FOCUS FOR FIRE SERVICE TRAINING AND EDUCATION.

IF I MAY RECOUNT A PERSONAL EXPERIENCE, I BELIEVE IT MAY BRING OUR CONCERNS INTO FOCUS FOR THE COMMITTEE.

ON INAUGURATION DAY, JANUARY 20, 1981 AT PRECISELY THE TIME THAT PRESIDENT REAGAN WAS TAKING THE OATH OF HIS OFFICE, I WAS DIGGING THE BODY OF A THREE YEAR OLD CHILD OUT OF HIS PLAYROOM. THIS CHILD WAS KILLED IN A FIRE THE CAUSE OF WHICH IS BELIEVED TO BE A FAULTY PROPANE GAS COOKING STOVE AND BURNER KNOBS WHICH WERE TOO EASILY ACCESSIBLE FOR A CHILD.

THE FAMILY KNEW THE STOVE WAS FAULTY BUT DID NOT RECOGNIZE THE URGENCY TO HAVE IT FIXED.

IT IS OUR HOPE THAT THE FOCUS THAT THE UNITED STATES FIRE ADMINISTRATION CAN BRING TO BEAR ON THE FIRE PROBLEM COMBINED WITH PUBLIC AWARENESS AND PUBLIC EDUCATION PROGRAMS THAT THEY ARE DEVELOPING WILL CONTRIBUTE TO SPARING THE NEXT THREE YEAR OLD AND ALSO HIS ONE AND A HALF YEAR OLD SISTER WHO RECEIVED SEVERE BURNS OF THE FACE AND BETTER THAN ONE HALF OF HER BODY.

I SUBMIT THAT THE WORK OF THE FIRE ADMINISTRATION HAS ONLY STARTED, NOT FINISHED, AND ON BEHALF OF THE VOLUNTEER FIRE FIGHTERS OF THIS COUNTRY AND IN FACT EVERY CITIZEN OF THE COUNTRY WHOSE LIFE, LIMB AND PROPERTY IS THREATENED BY UNWANTED FIRE, WE SOLICIT YOUR SUPPORT TO RESTORE FULL FUNDING AND STAFFING TO THE UNITED STATES FIRE ADMINISTRATION SO IT MAY CONTINUE ITS PROGRAMS AND RESEARCH TO PROTECT OUR CITIZENS.

ON BEHALF OF OUR FIRE FIGHTERS AND CITIZENS, I THANK YOU FOR ACCEPTING AND CONSIDERING THIS TESTIMONY.

STATEMENT

to the

SCIENCE, RESEARCH AND TECHNOLOGY SUBCOMMITTEE

of the

HOUSE SCIENCE AND TECHNOLOGY COMMITTEE

on

U.S. FIRE ADMINISTRATION

May 25, 1982

by the

INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS, AFL-CIO-CLC

This is to present the views of the International Association of Fire Fighters (IAFF), AFL-CIO-CLC, which represents approximately 175,000 professional fire fighters throughout the United States and Canada, on the U.S. Fire Administration and the Reagan Administration's fiscal year 1983 budget recommendations calling for the elimination of the USFA.

The IAFF has taken a strong and active interest in the creation and development of the U.S. Fire Administration and its various programs. In 1969, when the Federal government first turned its attention to our serious national fire problem and appointed a National Commission on Fire Prevention and Control, then-IAFF President Howard McClennan was privileged to serve as its Vice-Chairman.

The Commission's findings at that time led to one conclusion, "that we needed Federal leadership and assistance to keep fire prevention and control abreast of modern demands on the fire services, if the magnitude of losses to fire, in life and property, experienced in the United States were to be reduced." In 1974, the Congress responded to the Commission's findings and the crying national need by enacting the National Fire Prevention and Control Act, which envisioned a comprehensive Federal program, administered through the U.S. Fire Administration, working in cooperation with and in support of State and local fire programs.

As part of a general government re-organization, in 1978 the U.S. Fire Administration was taken from under the jurisdiction of the Department of Commerce and incorporated into the newly-created Federal Emergency Management Agency (FEMA). The IAFF actively supported that re-organization, since it allowed for improved response to all types of emergencies, including fire, through comprehensive planning and the coordination of all available emergency response resources.

Today, we are extremely disturbed to find that FEMA, which we helped to create, is now recommending the elimination of the U.S. Fire Administration, a key component of that Agency. We are pleased to see that the Administration suggests that many of the fire problems that had been addressed in the Commission's report, America Burning, have been somewhat improved over the years, and certainly with the assistance of the USFA.

However, we think it quite facetious to suggest that the American fire problem has been corrected to the point of justifying the elimination of the USFA and the essential Federal fire program it represents. We are not alone in this view, and reaction among the entire fire community to the proposed elimination of the USFA has been overwhelmingly negative.

We also draw your attention to the fact that since Congress has become aware of the Administration's and FEMA's attempt to eliminate the USFA, it has begun to react in a positive way. The Congress is sending a message to the Administration conveying its belief and desire that the Fire Administration not only be protected but that it should also be adequately funded.

For example, your own Committee on Science and Technology has already reported out House Concurrent Resolution 288, which clearly states the Congress' continued support and interest in the U.S. Fire Administration. Also, the Senate Commerce, Science and Transportation Committee adopted an amendment to its fiscal year 1983 NASA authorization bill, which not only conveys support for the USFA but also provides that: "The Director shall reserve not

less than $20 million of funds appropriated to carry out the functions of FEMA as designated in Reorganziation Plan Number 3 of 1978, to conduct the operations of the United States Fire Administration, the United States Fire Academy, and such other functions and responsibilities as are vested in the Director pursuant to the Federal Fire Prevention and Control Act of 1974."

We would like, now to address the remainder of our comments to the U.S. Fire Administration, itself and to its various programs. With the U.S. continuing to experience one of the highest rates of fire death and property loss (with the resulting loss of jobs, productivity, etc.) among industrialized nations, the need for Federal focus and assistance remains strong. We are in support of the USFA's original request for fiscal year 1983 funding, but we must stress that it is the absolute minimum essential funding level if the Federal fire program is to reduce the losses in life and property to fire experienced in the United States.

The U.S. Fire Administration has had three main program directions: education and training; a national fire data center; and research and development in fire sciences and engineering. We would like to make several specific recommendations touching on these areas.

In the area of education and training, significant strides have been made since the opening of the National Fire Academy. The establishment of a National Fire Academy had long been one of the major goals of the IAFF. The Academy, with resident capacity of 300-500 students and space to accomodate conferences of up to 1,000 people, serves as a focal point for upgrading fire fighting capabilities through the country. Selected individuals representing fire fighters, fire chiefs and marshalls, code enforcement organizations, architects, arson detection units, and other fire-related professionals are being trained in the most advanced techniques of fire prevention and control. These experts will then share this information, passing their knowledge on to colleagues throughout the country.

The IAFF has been gratified to see the National Fire Academy's progress towards meeting its goals, through its completion of an integrated curriculum built around two primary program areas -- Fire Protection Management and Fire Service Technology -- and through an expansion and refinement of the "train-the-trainer" concept, by requiring educational methodology courses.

The National Fire Academy is the only program of its kind, offering comprehensive training to all fire-related personnel. Only through such a program can we hope to make the major strides in the education and training of fire-related personnel needed to significantly reduce fire deaths, injuries and property losses in the United States. We would hope that the Subcommittee will continue to support this program and recommend sufficient funding for its continued progress.

One program within the area of education and training which is specifically geared toward the working fire fighter and in which the IAFF takes a particular interest is the Open Learning Fire Service Program. This program is a higher education project which provides access to a college education to all fire service personnel in this country. The project is run in conjunction with selected colleges and universities, offering a quality education to students and awarding credits and college degrees from accredited institutions in fire administration and fire prevention technology.

Since its inception in 1977, the Open Learning program, which falls within the National Fire Academy, has been highly successful in attaining its stated goals, and has done so in a most cost-efficient manner. We would like to point out that students registering for the program do not receive any Federal subsidies for their education, but are highly motivated and pay their own way.

All Open Learning proposals have consistently been approved by officials of the National Fire Academy and the USFA, and through this cooperation we have witnessed the flowering of the program, with eight courses being offered to over 900 registrants by nine accredited colleges and universities throughout the country. The Open Learning program calls for the development of twelve three credit hour courses in the areas of Fire Prevention Technology and Fire Administration. The original and all subsequent grant proposals have called for the development of at least two courses per year, so that registered students would not experience a delay in their progress.

Continued support for this USFA/National Fire Academy program is absolutely essential so that the minimum number of courses -- twelve -- which have been promised to the universities can be developed. Without the minimum twelve courses, all students who have started the program will be left out in the lurch; and institutions that have begun introducing the new curriculum will be forced to reverse and stop their efforts.

In order to attain this goal, an estimated $450,000 will be needed in fiscal year 1983. We would strongly recommend that the Subcommittee address this program specifically in any of its deliberations, and we would hope that you would see fit to specifically recommend the continuation of the Open Learning program.

In our view, research and development is one of the most important programmatic areas within the U.S. Fire Administration. As you are aware, fire fighting is the nation's most hazardous occupation, with the highest line-of-duty death, injury and illness rates. The Firefighters' Integrated Response Equipment System Project (Project FIRES), initiated in cooperation with NASA, is an example of the progress that has been made in this area of research.

This project was designed to develop improved and lighter-weight personal protective clothing and equipment for the fire service, a massive program that has thus far been successful. Nevertheless, we must stress the absolute necessity of funding not only for the continuation, but also for the expansion, of fire fighter occupational safety and health programs and the development and evaluation of personal protective clothing and equipment, if the unacceptable death, injury and illness rates among fire fighters are to be reduced.

We have several recommendations to make in this area. The first and most important is that there is a need to create a Fire Fighter Health and Safety Center within the U.S. Fire Administration. No such center or department was created by the Federal Fire Prevention and Control Act of 1974, hence the budgetary needs of current projects are met by taking funds from other programs within the USFA. The current safety and health staff of USFA consists of one permanent employee who directs the USFA's entire program on fire fighter health, safety and technology. Actual projects are then programmed out to outside contractors. This procedure should be changed to build competence and experience in-house. In addition, the experienced personnel in other agencies such as the National Institute for Occupational Safety and Health, should be

borrowed upon and utilized so as not to cause any duplication of effort within the Federal bureaucracy.

The work of Project FIRES must be continued and expanded. While the project has developed and is currently testing model protective clothing in the field, research efforts toward developing a model breathing apparatus should be advanced, directing efforts toward the development of lighter, longer-lasting apparatus and improving audio-visual capabilities and fit of face masks. Especially important is the continuation of the joint USFA/Bureau of Mines project to develop and test close-circuit breating apparatus. Further, research and development of specialized protective clothing to deal with exposure to toxic substances and chemicals is needed.

Other fire fighter occupational health and safety research priorities are: development of a standardized medical protocol for the treatment of injured fire fighters, so that all fire fighters might receive the highest quality medical care possible when they are injured; and research and development of improved equipment, such as ladders and ropes, so that problems and tragedies resulting from breaking ladders and ropes can be eliminated. Furthermore, little has been done in terms of researching the impacts, dangers and possible protection of fire fighters from burning plastics, exposure to carcinogens and other toxic substances and chemicals.

While we have emphasized only some of the programs within the U.S. Fire Administration in our statement, we are not suggesting a lack of support for the continuation of its various other fire prevention and control efforts. As we have stated, we are in overall support of the U.S. Fire Administration's original fiscal year 1983 request for funding, and we urge the Subcommittee to assure that the U.S. Fire Administration and its vital fire programs be continued and maintained.

SENSE OF CONGRESS THAT STATE AND LOCAL GOVERNMENTS SHOULD SUPPORT FIRE SAFETY EFFORTS OF U.S. FIRE ADMINISTRATION

Mr. WALGREN. Mr. Speaker, I move to suspend the rules and agree to the concurrent resolution (H. Con. Res. 288) expressing the sense of the Congress that State and local governments should support the fire safety efforts of the U.S. Fire Administration to reduce lives and property damage lost by fire, as amended.

The Clerk read as follows:

H. CON. RES. 288

Whereas the United States Fire Administration was established in 1974 to reduce significantly the unacceptable high rate of death, injury, and property loss in the United States within the next generation;

Whereas annually fire claims nearly eight thousand lives in the United States and injures another three hundred thousand Americans and constitutes a major burden affecting interstate commerce;

Whereas the programs of the United States Fire Administration, including the support of fire and arson research, coordination, emergency medical services, public education, fire service resource management, and firefighter health and safety are vital components to a national program of fire prevention and control; and

Whereas the United States Fire Administration must continue in their efforts to reinforce and support the fire prevention and control activities of State and local governments: Now, therefore, be it

Resolved by the House of Representatives (the Senate concurring), That it is the sense of the Congress that the United States Fire Administration continue to develop a close working relationship with States and localities in reviewing, evaluating, and suggesting improvements and uniformity in State, local, and model fire prevention and building codes; and be it further

Resolved, That Congress continue support of the United States Fire Administration, as recommended in the report of the National Commission on Fire Prevention and Control entitled "America Burning", and most recently affirmed by the Joint Council of the National Fire Service Organizations on March 1, 1982.

The SPEAKER pro tempore. Pursuant to the rule, a second is not required on this motion.

The gentleman from Pennsylvania (Mr. WALGREN) will be recognized for 20 minutes, and the gentleman from Minnesota (Mr. WEBER) will be recognized for 20 minutes.

The Chair now recognizes the gentleman from Pennsylvania (Mr. WALGREN).

GENERAL LEAVE

Mr. WALGREN. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks, and include extraneous matter, on House Concurrent Resolution 288.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

Mr. WALGREN. Mr. Speaker, I yield myself such time as I may consume.

(Mr. WALGREN asked and was given permission to revise and extend his remarks.)

Mr. WALGREN. Mr. Speaker, today we are considering House Concurrent Resolution 288, which expresses the sense of the Congress that State local governments should support the fire safety efforts of the U.S. Fire Administration to reduce the loss of life and also property by fire.

In addition, the concurrent resolution stresses that Congress should continue support for the U.S. Fire Administration and its programs. Unfortunately, the Reagan administration has requested that funding for the U.S. Fire Administration be eliminated in the fiscal year 1983 budget proposals.

My colleague, the gentlewoman from Illinois (Mrs. CARDISS COLLINS), introduced the original concurrent resolution which was considered by the Subcommittee on Science, Research and Technology in markup on March 10, 1982. During the markup, the ranking minority member, the gentlewoman from Massachusetts (Mrs. MARGARET HECKLER), offered an amendment, endorsed unanimously by the subcommittee, specifically expressing support for the Fire Administration in view of the opposition of the Reagan administration that had developed since the

introduction of Mrs. COLLINS resolution.

A clean concurrent resolution, House Concurrent Resolution 268, was then introduced on March 15, 1982, by the gentlewoman from Illinois (Mrs. COLLINS), the gentlewoman from Massachusetts (Mrs. HECKLER), and myself as chairman of the Subcommittee on Science, Research and Technology, and on March 23, the Committee on Science and Technology by unanimous voice vote, favorably reported what is now House Concurrent Resolution 288.

This resolution expresses our concern about the future of the Federal fire prevention and control effort. Since the fiscal year 1983 Reagan budget proposals for the Federal Emergency Management Agency, fiscal year 1983 budget proposals include no funding whatsoever for the U.S. Fire Administration, the gentlewoman from Massachusetts (Mrs. HECKLER) and I join with many of our colleagues in expressing our concern for the very existence of a coordinated Federal approach to combating this Nation's alarming fire problem.

The National Commission on Fire Prevention and Control, in its 1973 report to the President entitled "America Burning," found that we could and should do much more on the Federal level to reduce the tragedies caused by fire. This historic and comprehensive report led to the adoption of Public Law 93-498, the Federal Fire Prevention and Control Act of 1974. This act was designed to work to reduce these tragedies and called for—and I quote—"A permanent Federal agency specifically concerned with fire."

This Agency was charged with promoting research in the causes and prevention of fire, with organizing a national data collection center on fire, with providing assistance to State and local fire agencies in the training and equipping of firefighters, and with developing a national education effort to promote public awareness of fire prevention techniques. The Fire Administration has saved our country far more than we have invested in it.

□ 1230

The national education program on smoke detectors alone has played a primary role in the placement of smoke detectors in over half the homes of America since 1974. The Fire Administration's "Sesame Street" fire safety education program has reached 9 million preschool children and thereby, prevented countless tragedies involving the loss of children's lives.

Arson, the fastest growing crime in our country, has been a special focus of the U.S. Fire Administration. Arson task forces have been created in 34 States and the Fire Administration has set up an arson information system to promote the exchange of information among law enforcement agencies, insurance companies, and local governments with the goal to identify arson rings and assist in the early warning and prosecution of arson.

Recently in Phoenix, Ariz. this program was successfully used to apprehend and convict a single arsonist responsible for 29 fires and $2.5 million in property losses. Stopping just one such arsonist almost pays for our total investment in the Fire Administration directly through the efforts of the U.S. Fire Administration, an affordable, highly effective residential sprinkler system has been developed. Fire Administration-backed research led to new technology in sprinkler heads that reacts five times faster than previous commercial sprinklers and is operated with less water. Because of that the new technology makes it possible for a system to work from normal home water supplies, costing less than 1 percent of the cost of a new home.

This is a very revolutionary breakthrough that is attributable to the coordinating research efforts of the Fire Administration and one that will save lives for years and years to come in the future.

The list goes on and on. It is all the more remarkable when you consider the limited budget under which this agency has operated.

Excluding the National Fire Academy, which the administration will preserve, the remaining U.S. Fire Administration budget for fiscal year 1982 is around $8.5 million. This is less than 1 percent of the total Federal Emergency Management Agency (FEMA) budget request for 1983.

Ironically, the FEMA budget request this year calls for $117 million for civil defense preparedness, to prepare us for life after nuclear holocaust and yet eliminates the $8 million we have been investing in fire, provides not one penny to prevent and control such a real and present danger to all of us.

On May 25, 1982 the Subcommittee on Science, Research and Technology held an oversight hearing on the Reagan administration's proposed dismantling of the Fire Administration. We asked representatives from the administration this question: "What has changed since 1974 to justify a dismantling of this agency or the relaxation of Federal fire prevention and control activities?"

I think few on the committee felt that the subcommittee received a satisfactory justification for the change in this program.

Clearly America is still burning.

I personally do not see how our subcommittee and others in the Congress will be able to justify this deletion unless we can be assured of detailed plans for an orderly transfer and continuation of those programs without loss of emphasis they have received at the Fire Administration.

I believe this position is widely held.

Other Members of Congress have written to me expressing similar concerns, including the Republican assistant majority leader in the Senate, Senator TED STEVENS of Alaska, and the Senator from Ohio, Senator GLENN.

On May 4, 1982 Senator GLENN introduced Senate Concurrent Resolution 89, which complements the resolution we act on here today.

Though we have make progress since 1974, fire today remains a devastating killer.

We often fail to realize that annual deaths from fire equal to two jumbo jets crashing in midair every month, month after month after month. Each year this country loses 20 times more lives to fire than are lost in tornadoes, hurricanes, and floods taken together.

Although we die by ones and twos in our homes, more than 8,000 people are lost each year to fire. Over 300,000 people are injured, many of which involve severe scarring or heart attacks.

And I have yet to even mention the $5 billion in property losses.

Although still a young agency, the U.S. Fire Administration has significant achievements, despite a limited budget. We now have a National Fire Data Center, a center that can give us coordinated information so we can understand the patterns that are behind the fire losses that we suffer.

We have a National Fire Academy, and we have an important firefighter health and safety program which has developed highly effective protective firefighting outfits.

Our subcommittee the other day had a demonstration of the lightweight gear that has been developed by the Fire Administration through coordinated efforts with NASA so that people who fight fires can be truly mobile rather than burdened down with the weight of equipment firefighters struggle with today. If someone is trying to save my child, I want him to be able to move with agility in hopes he will succeed.

The fire service is also the first to respond in almost all disasters.

In my view, the research, training, and support of the U.S. Fire Administration is essential to these efforts.

Despite these critical services that the Fire Administration provides, the annual cost of the Fire Administration is less than 10 percent of one B-1 bomber.

Firefighters, State and local officials, and community leaders are clearly very aware of the need to continue the programs conducted by the Fire Administration and have in our hearings clearly demonstrated that the elimination of the Administration would be shortsighted and counterproductive. There is literally no dispute of that conclusion.

At present, no one has been informed of any Federal transition plans for Fire Administration programs.

We all recognize firefighting is a local function, but it is a function that deserves the full support and the cost-effective assistance of our National Government.

This concurrent resolution expresses the need for State and local governments as well as the Congress to support the programs of the U.S. Fire Administration. I urge my colleagues to support that resolution.

● Mrs. HECKLER. Mr. Speaker, the House is considering today House Concurrent Resolution 288, which expresses the sense of Congress that the work of the U.S. Fire Administration (USFA) is vitally important in assisting State and local authorities in reducing loss of life, injury, and property damage resulting from fire. This bill stems from a previous resolution introduced by Mrs. COLLINS early last year. When the administration proposed no funding for the Fire Administration, I amended Mrs. COLLINS' bill in order to make it the vehicle for a vote of confidence for the USFA. The resolution, as amended, passed both the Subcommittee on Science, Research, and Technology and the full Science and Technology Committee unanimously. Senator GLENN has introduced a companion resolution in the Senate.

The Fire Administration is funded through the Federal Emergency Management Agency (FEMA). The FEMA budget for fiscal year 1983 is almost $900 million, an increase of over $100 million above the fiscal year 1981 budget level. Members who support House Concurrent Resolution 288 are stating that out of a $900 million budget, only $8 to $10 million—1-percent—be earmarked for the valuable work underway at the Fire Administration. Such a move is supported by every national fire service organization in the country, and testimony before the Science, Research and Technology Subcommittee by FEMA suggests that targeting 1 percent of its budget to the fire activities sponsored by USFA would pose no difficulties to FEMA's overall effectiveness. In fact, in my opinion, it would vastly improve the usefulness of FEMA to the average American. As important as FEMA's civil defense preparedness activities are, it is difficult to justify spending hundreds of millions of dollars on questionable evacuation plans for hypothetical nuclear disasters, while at the same time cutting off funds for a very real national epidemic—fire.

Because the authorization for the Fire Administration increased from 1 to 2 years in 1981, this resolution represents the only opportunity for Members to show their support for the Nation's fire services.

The statistics on the Nation's fire problem are alarming. Every 10 seconds another fire department responds to a fire somewhere in America, for a total of almost 3 million fires per year. Every 45 seconds another residential fire is reported, a total of over 700,000 home fires per year. The 12 percent of nonresidential fires account for the 43 percent of the direct costs associated with fire—a testament to the dangers of arson. This country spends about $5.3 billion a year on direct costs associated with fire. If you include the indirect costs, the figure increases to a staggering $21 billion.

Significant deficiencies in the Fire Protection Act for the United States were identified by the National Commission on Fire Prevention and Control in its 1973 report to the President entitled "America Burning," which led to the adoption of Public Law 93-498, the Fire Prevention and Control Act of 1974, to resolve these deficiencies.

At that time, any hour of the day promised the likelihood that more than 300 destructive fires would be raging somewhere in the Nation, at a cost of over $300,000 in property damage. At least 1 person would be dead and approximately 24 would be injured, some crippled or disfigured for life. If any of my colleagues have ever known a burn victim, I need not elaborate on the suffering involved.

I realize that the Fire Administration has had some problems. Not all of the money has been well spent. Some of the grants—and this is as much the responsibility of the fire service organizations receiving them—showed poor results. My colleagues on the committee realize this and we would certainly support all efforts to improve the USFA's performance.

However, we are not so dismayed by a few failures to overlook the outstanding accomplishments of the Fire Administration. Certainly we have no justification to eliminate this agency completely. We have seen no evidence to justify such a drastic move.

USFA's most noteworthy program areas include arson, residential fire sprinklers, the public fire education network the promotion of smoke detectors, improvement of fire department management tools, firefighter health and safety, and data collection.

The issue has become somewhat polarized, with FEMA at one end of the spectrum and the Joint Council of National Fire Service Organizations at the other. This kind of divisiveness is not good for the fire service, the Federal Government, or the country.

I would like to make a suggestion. It has been a decade since the country took a collective look at the national fire problem. We have benefited a great deal by the "America Burning" report and all the effort involved in it.

I would like to suggest another national colloquium on fire, including arson. A decade is long enough; we need another look. The time for consensus building and retrospective evaluation is here. We need to examine what has been done in light of what we need to do.

The passage of this resolution is only a first step. I look to all representatives of the fire service, in all sectors, to participate in this national effort. The time for consensus is now; too many people are dying, too many are injured, too much property is damaged to wait any longer.

In conclusion, I would urge my colleagues to support House Concurrent Resolution 288. This is simply the wrong time to eliminate the only Federal focus and coordination for fire prevention and control and for arson mitigation.●

Mr. WALGREN. Mr. Speaker, I yield such time as she may consume to the gentlewoman from Illinois, Mrs. COLLINS.

(Mrs. COLLINS of Illinois asked and was given permission to revise and extend her remarks.)

Mrs. COLLINS of Illinois. Mr. Speaker, I certainly rise in support of this legislation. Before talking about it let me commend the chairman of the subcommittee for bringing this to the floor of the House of Representatives and for having hearings on the matter before them and for expressing a great deal of concern about this matter which is important to all of us.

I am supporting, of course, House Concurrent Resolution 288, which not only supports the fire safety efforts of the U.S. Fire Administration but stresses the importance of its continued existence in terms of completing the mission mandated by the Congress in the Federal Fire Prevention and Control Act of 1974, which is Public Law 93-498.

As my colleagues are aware, lives and property lost to fire continue to be a critical problem facing this country. With the total cost of fire estimated at approximately $21 billion, it is crucial that we maintain and support the U.S. Fire Administration.

If we in Congress do not send this directive that the Fire Administration has been and is unequivocally effective in reducing the unacceptably high rate of death, injury, and property loss in the United States within this decade, then we will have failed to recognize the total destruction by fire of billions of dollars' worth of our Nation's resources annually, which is counter to our economic recovery.

Given the astronomical cost of fire, lives and property loss to fire continue to be a critical problem facing this country. The density of our cities makes the threat of fire a nightmare, which is a nightmare to residents, fire departments, property owners, and insurance companies.

Rural homeowners can expect considerable losses to fire as well simply because of their remoteness and their inadequate system.

With the war against the threat of fire being constant, we must insure that some system remains as part of our national commitment.

As sponsor of this legislation—the recent tragedy in Chicago's Conrad Hilton in my own district, which was only 11 days ago, took the lives of 4 people and 23 were injured—this reinforces my belief that more attention needs to be paid to fire prevention devices such as smoke detectors and sprinkler systems.

Were simple procedures and systems recommended by the Fire Administration followed, it is my belief that no lives would have been lost in Chicago and that fewer would have been injured.

Through the coordination of the USFA, we are able to have a central data center, benefit from antiarson and public safety education programs, technical assistance, and many other improvements which result in saving lives and money.

For those Americans who are financially beyond the reach of fire disaster, the continuance of the U.S. Fire Administration may seem unnecessary; but for those millions who can be financially destroyed by the careless bedsmoker next door or a careless fire, the Fire Administration affords protective guidance far exceeding its size and budget.

Accordingly, I urge passage of this resolution.

Mr. WALGREN. Mr. Speaker, I yield such time as he may consume to the gentleman from New York, Mr. ZEFERETTI.

(Mr. ZEFERETTI asked and was given permission to revise and extend his remarks.)

Mr. ZEFERETTI. Mr. Speaker, thank you for giving me this opportunity to express my deep concern over the proposed elimination of the U.S. Fire Administration. Let me also take this chance to applaud your efforts and for providing those of us who are concerned about the future of our fire prevention programs this forum to share our grave concerns.

As you know, the administration, under the direction of the Office of Management and Budget, did not recommend any funding for the U.S. Fire Administration (USFA) in fiscal year 1983. In an effort to reduce spending, the administration chopped $9 million from the Federal Emergency Management Agency (FEMA) budget which was earmarked for the Fire Administration in fiscal year 1983. If the cut is allowed to stand, the Fire Administration will cease to exist on October 1, with only the National Fire Academy surviving in FEMA's Emergency Management Institute. The implications of such a cut are enormous and must be viewed not from how much it costs but what has been established in coordinating and mobilizing a national program to reduce this country's alarming fire death toll and property losses.

While the Fire Administration has been victimized by internal problems, declining support in Congress and disinterest in the White House, its accomplishments in mobilizing and coordinating a national program to reduce this country's appalling loss of life and property in fires has been commendable. Its major achievements have included:

The establishment of the National Fire Academy, which trains the fire service leaders of tomorrow and develops and distributes state-of-art course work for regional, State and local fire training facilities. This year, the Academy will have trained more than 15,000 students through its accredited resident and field programs.

Increased use of smoke detectors in residences. When the USFA was formed, smoke detectors were installed in less than 5 percent of all households, but by 1982, that percentage had risen to well over 50 percent. The USFA's contribution to broadened use of smoke detectors has included production and promotion of over 50 reports, brochures, fact sheets, articles, prototype posters and decals, sample TV and radio public service announcements, and other materials, all targeted to particular detector issues and audiences.

Development of an effective, affordable residential fire sprinkler system. Two USFA projects paved the way by assessing the market potential and obstacles to acceptance of home sprinklers, and their potential impact on more than 4,000 fire fatalities and $2 billion in fire loss that occur in private dwellings each year. The USFA then organized and coordinated both the tests required to show that the system works and the effect to adapt the National Fire Protection Association's 13-D consensus standards to conform to the new technology.

Development of improved firefighter protective clothing in a new integrated ensemble encouraged by Federal Government research which was proven capable of sharply reducing the current high rates of firefighter fatalities and injuries. Relative to current gear, the new ensemble provides increased protection and mobility by reducing overall ensemble weight by 40 percent while adding only 25 to 30 percent to the cost. The new ensemble also provides better protection against heat, cuts, punctures, and impact.

Improved data on national fire problem, leading to improved Federal Government and private sector decisionmaking and a better, more detailed public understanding of the size and nature of the fire problem. Data from more than 9,000 fire departments in 40 States and the District of Columbia, assembled in the national fire incident reporting system, has been used in major ways by manufacturers, insurance groups, public interest groups, the Consumer Product Safety Commission, the Occupational Safety and Health Administration, the Department of Housing and Urban Development, State legislators and several committees of Congress.

Increased State and local fire problem identification capability, made possible through participation in the national fire incident reporting system.

Coordination of a national attack on arson. The USFA has developed and implemented a national strategy for coordinating Federal, State, and local public and private sector efforts to attack arson, one of the Nation's fastest growing crimes. It is estimated that arson accounts for more than $1.5 billion a year in direct losses and nearly 25 percent of all fires.

Establishment of a nationwide public fire education network, whereby local experts in public fire education are able to benefit from the experience and resources of one another.

Improved fire department management tools, including fire defense and emergency response planning (master planning) and comprehensive code enforcement. Technical assistance on master planning has been provided to 138 communities, 48 communities in 45 States have already adopted plans, and more than a dozen of these communities have reported cost savings or reduced fire problems as a result.

A national focal point for fire protection was a need articulated in the 1973 report of the National Commission on Fire Prevention and Control. The USFA has provided those focal points, as demonstrated by the hundreds of fire departments that have sought to participate in its programs.

Nine years ago, the National Commission on Fire Prevention and Control, in arguing for the establishment of a U.S. Fire Administration said:

> Time and time again, this Commission has made evident the need for Federal initiatives * * * and also for coordination to strengthen programs now scattered among Federal agencies * * * Emphatically, what is not needed is a Federal bureaucracy assuming responsibilities that should be retained by State and local jurisdictions * * * the Federal government can help, however, in being a national advocate of fire protection. * * *

And, that's exactly what we have—a Federal advocate of fire protection. Are we, therefore, to let the Reagan administration devastate these accomplishments and put our Nation's fire prevention programs back to a low priority? Are we also to let the theory of Reaganomics destroy our national efforts in bringing fire, death, and casualty loss to a minimum?

I think not, and that's a feeling being expressed to me by concerned fire leaders from New York:

> Prior to the establishment of the USFA, the various fire departments in this country acted on an individual basis with little or no contact between one another. . . . The development of new technologies, modern building construction concepts, legislative changes and the myriad problems that face our fire departments today only added emphasis to this need. The advent and widespread use of computers permitted the accumulation, storage and retrieval of data that had previously gone largely neglected. The establishment of the USFA was the first step in a long process of coordination and cooperation, providing a permanent tie line between the fire departments of our country. The goal then, as it is now, was to stem the rising tide of fire death and property loss, and, I believe, the USFA was making important inroads in these areas.—John J. Hart, Chief, the City of New York Fire Department.

The short-sightedness of proponents for the elimination of essential programs, such

as Fire Prevention Education, and Research in progressive firefighting techniques, is incredible.—Nicholas Mancuso, President, Uniformed Firefighters Association of Greater New York.

Mr. Speaker, I can only conclude by noting that the funding for the U.S. Fire Administration is of vital importance to this country. The $8.5 million, which is needed to keep the USFA alive, is a small sum when you consider that in 1980 the country experienced a loss of 6,505 civilian deaths, $6.3 billion direct property loss and about $15 billion in indirect losses because of fire. We need the USFA and I will be working to see that it is a viable instrument in our fire prevention efforts.

Thank you, Mr. Speaker, for your time and attention to this most important matter.

Mr. WEBER of Minnesota. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, I rise in support of House Concurrent Resolution 288.

Mr. Speaker, the minority members of the Science and Technology Committee support this measure. The bill passed both the subcommittee and full committee unanimously.

As the distinguished chairman of the Science, Research and Technology Subcommittee has explained, this resolution simply allows the members to show their support for the U.S. Fire Administration. I have to compliment Chairman WALGREN and Mrs. HECKLER, the ranking Republican member, on their fine leadership in this issue. Mrs. HECKLER's amendment to the original resolution sponsored by Mrs. COLLINS has strengthened the bill.

There are few calamities in this country that occur as often, result in as many deaths and injuries, cost as much in property damage, and yet at the same time receive as little attention from the Federal Government. No one is advocating that the Federal Government involve itself in the mechanics of fire suppression. However, we do have the entire delegation of national fire service organizations asking for a continued Federal focal point on fire and arson.

The U.S. Fire Administration has served as the Federal focal point for fire for the last 8 years and has made significant improvements in arson coordination at the community and State level, research into firefighter health and safety and residential fire sprinklers, public education of fire hazards, and in increasing the number of smoke detectors in homes all across the country.

The committee does not intend to imply that improvements cannot be made in USFA. Testimony before our subcommittee has indicated that the Fire Administration's effectiveness can be increased. The committee looks forward to the opportunity to work with USFA on making the necessary program changes.

However, the administration has not provided any funding for fiscal year 1983, despite the Science and Technology Committee's 2-year authorization passed last year. This committee agrees with the Nation's fire service organizations that the USFA should continue. Not only do we lose the opportunity to maintain progress in several areas of fire and arson research, but we stand a good chance of throwing away advances already attained.

The Fire Administration has a small budget of $8 million. Should the Congress decide that USFA be continued, the funds can easily be earmarked out of FEMA's $900 million budget. Supporting this resolution does not add one dollar to the President's recommended budget level. It simply sends a message to the President that Members of Congress support the Nation's fire service. They put their lives on the line every day as they respond to fires and a host of other emergencies. They deserve all the support we can offer them. I would therefore urge all of my colleagues to support this resolution.

Mr. Speaker, I yield 3 minutes to our distinguished colleague from New York, Mr. MCGRATH, a member of the subcommittee.

□ 1245

(Mr. MCGRATH asked and was given permission to revise and extend his remarks.)

Mr. MCGRATH. Mr. Speaker, I would like to submit for the RECORD, a copy of a letter I recently received from the Nassau County Firemen's Association which represents 8,000 firefighters in the district I represent and the surrounding area. The letter contains a strong statement of support for the continued operation of the U.S. Fire Administration. I urge my colleagues on this committee to lend their support to House Concurrent Resolution 288.

The work of the U.S. Fire Administration has been a motivating force in major fire prevention-and-control efforts, over the past several years. I urge those who feel that fire is solely a local problem, to take a closer look at the magnitude of the loss of human life, and the economic loss caused by serious injuries and property damage from fire.

Insurance company surveys indicate that our Nation has the highest rate of fire related deaths and property damage in the industrialized world. This is a national disgrace, which certainly warrants the expenditure of less than $10 million to fund the U.S. Fire Administration. A single fire in Lynn, Mass., last November, caused an estimated $70 million in property damage 10 times the budget of the USFA. Many of the 16 buildings destroyed in that blaze, had been renovated in a federally funded revitalization program which now lies in ashes.

The problems of fighting fire have increased in complexity in recent years. Modern technology has unleashed a host of potential problems for the fire service. Building construction, new chemicals, plastics and other materials we use every day are all relatively new hazards for the firefighters and the public. The increasing concentration of our Nation's population, makes even relatively small fires, extremely dangerous in crowded cities and suburbs. The U.S. Fire Administration has provided a central source for the dissemination of information on innovations, and experiences from fire departments throughout the United States. The experiences of a fire department in Texas in handling a specific type of fire, might prove to be of great value to fire service personnel in New York, when faced with a similar type of emergency. Antiarson programs, fire prevention education, and a variety of other types of useful information can eventually reduce the tremendous cost of fire in terms of the lives and property of our citizens.

Again, I request the full support of this committee in the effort to maintain the U.S. Fire Administration.

NASSAU COUNTY
FIREMEN'S ASSOCIATION,
March 9, 1982.

Hon. RAYMOND MCGRATH,
House of Representatives,
Washington, D.C.

DEAR SIR: It has come to our attention that the 1983 Budget does not provide for Funds for the United States Fire Administration and the Rural Community Fire Protection program of the Department of Agriculture.

If the budget is adopted as proposed, the USFA and RCFP will come to an end.

These programs are extremely helpful in reducing fire losses, arson control, hazardous materials incidents, promotion of smoke detectors and sprinklers, code enforcement, master planning, fire fighter safety and the National Fire Data Center.

While reductions in the Federal Budget are no doubt desirable, it is painful to see important fire service programs wiped out.

It would be greatly appreciated by thousands in the Fire Service, both paid and volunteer, if you could support our stand for the USFA and the RCFP.

Sincerely,

HENRY GREENSTEIN,
Past President.

Mr. WEBER of Minnesota. Mr. Speaker, I yield such time as he may consume to the gentleman from California (Mr. CLAUSEN).

(Mr. CLAUSEN asked and was given permission to revise and extend his remarks.)

Mr. CLAUSEN. Mr. Speaker, I join in solid support of the efforts that have been made by the Committee on Science and Technology to advance this concurrent resolution on the part of the House.

The U.S. Fire Administration, as has been stated by the previous speakers, have carried forth a major coordinating function, as well as an information dissemination effort, that is extremely meaningful to the local fire departments throughout the country, including my own congressional district.

I urge strong support for the legislation, and I commend the committee for bringing it before the House.

● Mr. OTTINGER. Mr. Speaker, I rise to strongly support House Concurrent Resolution 288, a resolution expressing the sense of Congress that the efforts of the U.S. Fire Administration should be supported.

Specifically, this resolution states that Congress should continue support of the USFA, and that the USFA should continue to develop a close working relationship with States and localities in reviewing, evaluating, and suggesting improvements and uniformity in State, local, and model fire prevention and building codes.

The USFA provides assistance to State and local governments by collecting and analyzing fire information, regulating the flammability of materials, conducting research and development, and providing financial assistance when adequate protection lies beyond a community's means.

The USFA performs a critical role in combating the incredible proliferation of fires and fire-related losses. In 1981, over 3 million fires were reported involving over 7,500 deaths, 300,000 injuries (of which 28,000 were civilian), and $6 billion in direct property losses. In the last decade, the incidence of arson nationwide has increased over 400 percent. According to insurance experts, many of these losses are passed along to homeowners and businesses, and approximately one-quarter of every home insurance premium dollar goes to pay for arson.

Incredibly, the Reagan administration has responded to this critical nationwide fire problem by proposing to eliminate funding for the U.S. Fire Administration. The results of this proposal would be an end to the prospects of a coordinated Federal approach to combating fire, as well as a terrible increase in fire tragedies. We can also expect to see a likely increase in Government costs to control fires and consumer costs in higher insurance premiums. The administration's efforts to delete funding for the USFA is not only shortsighted, it is dangerous.

The USFA has an important mission to help fire safety efforts and reduce property damage and lives lost by fire. I fully support the USFA and urge my colleagues to join me in voting for House Concurrent Resolution 288.●

● Mr. EVANS of Delaware. Mr. Speaker, I rise in support of House Concurrent Resolution 288 which expresses the sense of this Congress that all levels of government should support the fire safety efforts of the U.S. Fire Administration (USFA). The USFA is an integral part of our Nation's firefighting efforts, and provides critically important emergency response training programs for America's firefighters.

Firefighters, both volunteer and full time, stand on guard to protect American families and their property from the ravages of fire. These outstanding men and women risk their lives each day to fight fires, truly one of the most dangerous occupations in our Nation.

All levels of government need to continue adequate levels of support for effective firefighting programs, and continue training programs to help firefighters do their jobs better. This Congress can reaffirm that commitment by passing this resolution in support of those important programs at the Federal level to help volunteer and full time firefighters all across the country.

I urge my colleagues to join me in support of House Concurrent Resolution 288, which expresses our support of the U.S. Fire Administration.●

Mr. WEBER of Minnesota. Mr. Speaker, I have no further requests for time, and I yield back the balance of my time.

Mr. WALGREN. Mr. Speaker, I have no further requests for time, and I yield back the balance of my time.

The SPEAKER pro tempore (Mr. MAZZOLI). The question is on the motion offered by the gentleman from Pennsylvania (Mr. WALGREN) that the House suspend the rules and agree to the concurrent resolution, House Concurrent Resolution 288, as amended.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the concurrent resolution, as amended, was agreed to.

A motion to reconsider was laid on the table.